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ABSTRACT

A project was conducted to develop an assessment instrument for use in identifying welfare recipients who are potentially employable and to evaluate the effectiveness of Florida's three existing pilot employment assistance planning programs (termed PAPAs after the Public Assistance Productivity Act). Data on the employment status of 98 individuals were collected 60 days and again 180 days after they had registered in a PAPA. Data on the employment status of an additional 121 persons 60 days after they had registered in a PAPA were also examined. The optimal criterion measure for identification of employability variables was found to be employment status 180 days after registration. Four predictor variables were also found to be significantly related to employment status 180 days after PAPA registration. A prototype employability screening instrument based on these four variables was proposed. Six standards for evaluating existing PAPAs were developed. Preliminary cost-benefit analyses of Florida's three existing PAPAs indicated that the cost-effectiveness of serving all cohorts of clients examined has been improving significantly. (Appendixes to this report include the existing and proposed PAPA evaluation instruments.) (MN)

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Employment Assistance Planning Programs for Welfare Recipients: An Evaluation and the Development of a Screening Measure

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Abstract

Three pilot Employment Assistance Planning Programs, now called PAPA's after the Public Assistance Productivity Act, were implemented in the Spring and Summer of 1982 at Brooksville-Sumterville-Tavares (HRS District III), Naples (District VIII) and Miami (District XI). The Department of Health and Rehabilitative Services, Division of Economic Services, requested that research be conducted under the aegis of the State University System STAR program to first, develop an assessment instrument that can help differentiate individuals who are potentially employable from those who are probably unemployable, and secondly, to evaluate the effectiveness of the respective programs in fostering employability in their clients. Data were gathered from two cohort groups, the first ($n = 98$) were subjects on whom data were gathered in November of 1982 and the second were those ($n = 121$) in June of 1983. Employment status was gathered at 60 days after registration for both groups, but data regarding employment at 180 days was gathered only for the first group. The optimal criterion measure for identification of employability variables was found to be employment status 180 days after registration. Four predictor variables were identified which were significantly ($R = .43$, $p < .0003$) related to employment status 180 days after registration from factor analysis, causal modeling, and discriminate analysis procedures. These four variables were able to differentiate between those who were employed full or part-time (i.e. probably employable) from those who were unemployed (i.e. probably unemployable) with 72.8% correct classifications. The Tau coefficient of reliability of classification was .456. The conclusion was

that, because the stability of the prediction equation has yet to be established across different populations, an instrument based on the 4-variable predictor model should be explored further, but only as a supplement to existing screening procedures. A prototype instrument, the AFDC Employability Prediction Form, is presented. An evaluation standard was developed for the PAPA programs. The Naples program has nearly all program components functioning at adequate levels of performance while the Brooksville-Tavares-Sumterville and Miami programs both require improvements in several components.

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Finally our sincerest gratitude goes to all of the AFDC case-managers in Districts III, VIII, and XI who, working under already limited conditions, willingly assisted in the collection of data and who provided valuable feedback regarding program operations and recommendations for improvement.

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Introduction

In the Spring and Fall of 1982, the Department of Health and Rehabilitative Services, Division of Economic Services, initiated three pilot Employment Assistance Planning Programs (EAPP's), now called PAPA's after the Public Assistance Productivity Act, at Miami (District XI), Naples (District VIII), and Brooksville, Tavares, and Sumterville (District III). While each PAPA program has its own unique philosophy and characteristics regarding the delivery of services, they all seek to appraise client needs, recommend or deliver services to help them meet their needs, and to follow-up clients to determine whether they have secured employment or require further assistance. The PAPA's are designed to assist single parent families who have received, or have applied to receive, Aid to Families With Dependent Children (AFDC) grants. In March of 1983, the Florida Legislature appropriated funds to create 15 new PAPA positions in Florida. Thus, the concept of providing employment assistance to AFDC recipients appears to be supported, at least in the present.

A request for Proposal (RFP) was issued by the Department of Health and Rehabilitative Services, Economics Division in the Fall of 1982, under the aegis of the State University System STAR program, calling for (1) the development of an assessment instrument that can help caseworkers to differentiate individuals who are potentially employable from those who are probably unemployable, and (2) an evaluation of the effectiveness of the respective pilot PAPA's in assisting individuals to secure employment. The following document then serves as both a formal research report and an evaluation report.

Objectives.

The specific objectives of the proposal were as follows:

- Develop a data collection instrument, based on variables identified through research, that differentiates between individuals who are potentially employable from those who may be described as probably unemployable.
- Determine the reliability with which predictions of employability can be made;
- Develop a users manual for the employability instrument; and
- Evaluate the effectiveness of the PAPA's in helping individuals to secure employment.

In the context of negotiation between the contractor and HRS after the award of the contract, one additional objective was requested:

- Conduct a preliminary investigation regarding the determination of costs and benefits of the PAPA's to the State of Florida.

The Final Report addresses these objectives and is based on data gathered from two separate client cohorts. The first was a sample of 98 subjects on whom data were gathered in November of 1982 in which their employment status was ascertained at 60 days and 180 days after registration in the respective PAPA's. Data were also gathered on a second cohort of 121 subjects in June 1983. However, with this second cohort, their employment status was secured for only 60 days following registration. Before each of the objectives are addressed, a review of relevant background literature is presented pertaining to the nature of the welfare client as well as to psychometric issues which bear directly on the development of an employability instrument, herein called the AFDC Employability Prediction Form.

Background

The nature of the welfare client

As one embarks on a study of employability characteristics of welfare recipients a basic question is asked: what are the fundamental determinants that either compel or constrain unemployed single parents from securing employment? This question can perhaps be viewed from two perspectives that reminiscent of the nature-nurture controversy (Sanger, 1979). One view is that the status of the welfare poor is an outcome of limitations in personal human resources (i.e., abilities and personality proclivities). The opposing view is that the ability to secure employment is the function of institutional or environmentally induced factors such as the availabilty of jobs or the difficulties associated with securing desirable child care or dependable transportation. Nevertheless, regardless of factors that either enhance or restrain single parents from working, the welfare of their children has historically been a major social concern.

Aid for Dependent Children, or AFDC, was originally part of the Social Security Act of 1935 (Sanger, 1979). The original legislation provided assistance to mothers, not because they were unemployable, but because there was a scarcity of work during the Great Depression. And secondly, there was a prevailing cultural attitude that mothers should not be forced to work. This rationale supporting welfare for mothers perpetuated into the 1960's (Levitan et al., 1972). Since WWII, AFDC payments have grown, doubling each decade between 1947 and 1967. By 1979, ten million adults were recipients of AFDC grants, providing for 7.2 million children or one in every eleven children (Levitan, 1980).

In its inception, the receiving of public welfare was viewed as a temporary condition or as a last resort to be drawn upon when all other alternatives had failed. During the long growth period in the American economy from the beginning of World War II through the mid 60's and the days of the Great Society, there was little opposition to the concept of providing welfare if genuine need could be demonstrated. However, more recently, with the gradual decline in the economic growth rate and the challenge to the eventual realization of the "American Dream", concern and criticism have been levied against the welfare poor who are viewed by many as "getting a free ride" or as simply not wanting to work (Levitan et al., 1972, and Levitan, 1980). Thus, stereotypes of "scheming" welfare clients "beating the system" or owning plush automobiles courtesy of the taxpayer abound. In fact, the first author recalls that a country and western hit "Welfare Cadillac" was sited as a poignant social comment by President Richard Nixon one time during his term in office. The assumption, of course, underlying such cynicism is that there is not only a job for everyone who seeks work but that it is advantageous to both welfare recipients and to society that all single parents be fully employed and self-sustaining.

Critics of the welfare system often believe that those who must subsist on welfare are different with respect to the values and motives of the working population. Levitan (1980) found that one third of adult welfare recipients are looking for work. Further, he reported that most welfare recipients have had some past work experience within the preceeding two years. Goodwin (1972) found that poor people are as equally committed to the work ethic as members of the working class and that they identify their

self-esteem with work just as strongly. In addition, Chessinger (1980) confirmed these results in her comparison of welfare mothers and middle class working mothers. She found no differences between the two groups regarding life goals and desire to work. Chessinger (1980) did however find that long-term welfare mothers lacked confidence in their ability to find and keep jobs.

The net effect of lack of self confidence and environmental constraints may well lead a welfare recipient to a state of "learned helplessness", a phenomenon described by Seligman (1975). This phenomenon was derived form social learning theories (See Bandura, 1977 for example) and suggests that individuals can come to perceive, through repeated failure, that they are powerless to control events around them. According to Seligman (1975) individuals can learn that just as some consequences of behavior are controllable, others are uncontrollable. If failures are sufficiently frequent, recent, and intensive and the failures generalize to across a variety of life's pursuits, a life style of passivity begins to set in. Thus, it is not difficult to understand how a single parent, who has had repeated failures in school, in sustaining heterosexual relationships, in job training, in securing child care or in finding transportation can become virtually helpless and turn inward to the refuge of raising a child and accommodating her aspirations to the meager resources provided by public assistance.

One of the ways to encourage welfare recipients to seek work and to reverse the cycle of "learned helplessness", the Federal government created the "Thirty and a third" rule. This rule allows welfare recipients to discount a portion of their wages in calculating the welfare benefits for

which one might be eligible. Such a rule permits and encourages many welfare clients to work part-time so as to not jeopardize their standard of living with the loss of such benefits as Medicaid and Food Stamps. By encouraging single parents to participate in the economy at least part-time, their job skills, work habits, and self-esteem are maintained, even though they may not be entirely self-sufficient.

The relationship between work and welfare is very complex. According to Durbin (1969) and Chessinger (1980), welfare recipients tend to make decisions that will maximize limited resources. Levitan, Rein, and Marwick (1972), implore society to recognize the interdependence of work and welfare. They suggest that a program be formulated which encourages welfare recipients to work even though they will not be completely self-sufficient. Levitan (1980) and Chessinger (1980) conclude that full economic independence may not be a realistic goal for some welfare mothers and propose that just being part of the labor force, even on a part-time basis, will result in a net cost-benefit to the family and to society.

There have been several noteable government supported projects in the 70's desigred to help welfare recipients enhance their employability. Among these were the Work Incentive Program (WIN) and Comprehensive Employment Training Act (CETA). However, such efforts have been subjected to severe public criticism and as a consequence their funding has been reduced considerably in light of recent shifts in national priorities. Of these programs, only the WIN program attempted to assist single parent families by providing government subsidized child care and transportation. The Job Club Program in Southern Florida (Azrin et al., 1980) is founded on the belief that most clients are employable and that transportation and

child care are major deterants to employment. The PAPA programs, three of which are herein evaluated, appear to be glimmering vestiges of hope that single parents can be helped to become more employable and hence more self-sufficient. Therefore, the hypothesis undergirding the present investigation is that adequate and competent assistance provided for AFDC clients, with certain characteristics, can make a significant difference in their propensity to seek and maintain employment, at least on a part-time basis.

Psychometic issues in instrumentation.

The original thrust of the RFP, to which this contractor responded, was the development of a measure that could discriminate between those who are potentially employable from those who are probably unemployable. Ostensibly, such an instrument, if sufficiently valid and reliable, could be useful for screening applicants for access to employment assistance programs (PAPA's) which are extremely limited resources. However, fulfillment of the need for valid and reliable screening instruments has seldom been attained in the fields of education, medicine and the military.

The term Biographical Inventory Blank (BIB) is used in education to refer to instruments that use non-cognitive determinants to predict academic success, while the term Biodata is often used in the military to refer to background data that might indicate success in the military or in the private sector. The research on biodata as predictors of job or educational success can be described as generally sporatic and inconsistent. For example, Fishman and Pasanella (1960), in a review of college selection studies, found r's ranging from .01 to .63 with a median r of .13 between biodata and grade point average. Willingham (1965) found an r of .25

between weighted biographical items and voluntary withdrawal from college. In the military, by combining biodata with cognitive aptitude measures, highly significant r's in the .50 range are obtained predicting academic performance but the relative contributions of biodata to the predictions are not reported (Miller, 1969). Stricker (1980) points out after a comprehensive review of the literature on non-cognitive determinants of job performance, "non-cognitive determinants tend to be unstable, operating in one study but not in another, and their effectiveness when they appear is weak" (pg 335).

Some of the inherant difficulties (Peterson, 1981; Sechrest and Phillips, 1979, Webb et al. 1981) in the use of background information to predict job or educational success include the following: (1) that individual items may discriminate against race or ethnic background (Baird, 1976); (2) prediction equations operate differentially for ethnic or racial groups; (3) that background items may predict some aspects of job performance and not others; (4) that the relationship between predictors and criterion measures may not be consistent over time, especially if either the training program or job performance criteria change (the analogy to the PAPA's is apparent); (5) records are not always kept accurately or consistently; (6) the relationships between predictor variables criterion variables is not linear, thus confounding the use of linear regression statistics; (7) the existance of the "base-rate problem" in that if one is predicting to a binary variable (e.g., employed vs. unemployed) in which there was a disproportionate split (for example 10-90), correct classifications would be made most of the time even with erroneous information; and (8) lack of independence of predictor variables relative to one another

such that some variables may be given spuriously high weights as predictors of a criterion measure.

Even though the development of an employability assessment instrument is undertaken with caution and experimental reserve, the continued refinement of instruments over a period of time to enhance validity and reliability could ultimately provide a valuable contribution to the effective delivery of human services. As suggested by Sechrest and Phillips (1979) one of the major difficulties in the use of biodata historically is their apparent lack of conceptualization of variables by researchers and evaluators. To overcome this criticism, the methodology employed in the present study is not one of simply acquiring information on a host of background variables in hopes that one or several of them possess some predictive relationship to employability. The present study attempted to first formulate a-priori model from which to identify and derive variables. Through the continued refinement of the model, the relationships among variables become more clearly portrayed. Finally, a set of valid and reliable predictor variables emerge from the process from which to develop screening or selection instruments.

The Programs

According to Stake (1967) many of the purposes for program evaluation are accomplished by merely describing a program. Thus, each of the PAPA's is described succinctly in terms of its philosophy, personnel, organizational structure, client screening and treatment processes, job development procedures, and caseworker attitudes toward the program and their perceived constraints to optimal functioning. Anecdotal information was

gathered by the junior authors during the November and June site visits. The authors assume responsibility for any misleading or incorrect information resulting from such a research methodology.

District III: Brooksville, Sumterville, and Tavares (B-T-S).

Philosophy. Located in the center of Florida, inland from the Tampa-St. Petersburg area, the integrating concept of this aggregate program is that there is a proportion of AFDC recipients who are motivated to work, yet possess personal and psychological barriers to becoming independent of the welfare system. These barriers are the result of socialization processes that instill a sense of low self-esteem, and dependency. The role of the Employment Task Force (the local name for PAPA) casemanagers is to establish working relationships with clients in order to reinforce their personal sense of self-worth and dignity. The casemanager assists clients in addressing personal needs and links them with a range of diagnostic, remedial, educational and psychological services that are designed to help overcome barriers to employment. The overarching assumption in this program is that if the barriers are removed or reduced, clients would be more likely to seek and to obtain employment. The counselor then shares responsibility with clients for the removal of obstacles to employment.

Personnel. The District Supervisor, Mr. William Lange, has administrative authority over the three subprograms at Brooksville, Tavares and Sumterville (B-T-S) and is an articulate spokesperson for the PAPA's of District III. Each subprogram is directed by a Public Assistance Supervisor who in turn directs and monitors the casemanagers whose job titles are Public Assistance Eligibility Specialists (PAES). Thus, there

is a line of administration between the District Supervisor who develops and administers policy and the individuals who provide direct service to clients. One PAES worker at each site is assigned to the Employability Task Force (ETF) to provide employability assistance to AFDC clients. However, it appeared that the employability function of the ETF casemanagers was perceived as being clearly secondary to the payments function of determining eligibility for Food Stamps and AFDC. An organizational chart for District III is presented in Figure I on the next page.

Client screening and treatment processes. All clients who apply for assistance are screened for appropriateness for the ETF. The clients are recommended to the ETF based on the subjective impression of the client's motivation by the PAES casemanager. At Tavares, the principal requirement is that the client be able to communicate with the casemanager. If the client and casemanager agree that assistance by the ETF would be beneficial, the client is scheduled for two to three interviews to be conducted over a one to two month period. During the interviews, the casemanager performs an assessment of the client's goals, educational background and work history. After the second or third interview, the client is required to sign an "Agreement of Understanding" which establishes the client's rights and responsibilities in the treatment process.

The number of one-on-one interviews can range from one per week to one per month. For some clients, a formal diagnostic work-up, including behavioral and psychological assessment, is performed at the SCARC Evaluation Center. Based on the findings of the evaluation, the casemanager and the client devise a treatment plan which includes long and short term goals and interventions to meet these goals. Here the client

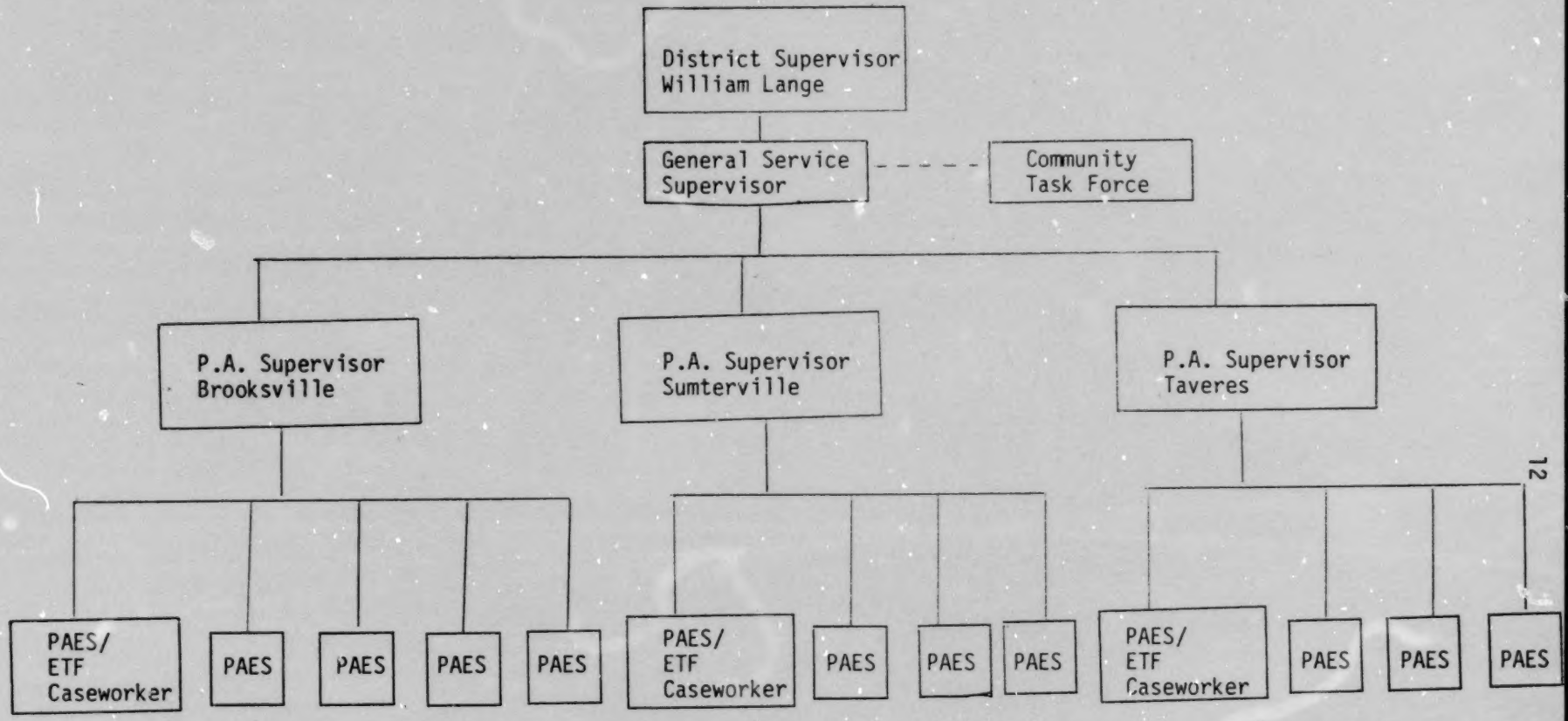


Figure 1. Organizational configuration for District III: Brooksville, Taveres, Sumterville

may be referred to a CETA program, vocational-technical school, adult education, job readiness classes, etc.

If at any point the casemanager or client decide the program is no longer beneficial, she is returned to regular AFDC status. If the client completes the plan or if the client secures employment for more than six months, she is dropped from the ETF rolls. If the client should lose her job prior to six months, the client remains in the program and the treatment plan is resumed.

Job Development. Job development is the function of the District III General Services Supervisor for AFDC and the Community Task Force, a voluntary coalition of county employers and AFDC/PAPA supervisory staff. The goal of task force is to develop job opportunities in the community for ETF (PAPA) clients.

Caseworker attitudes and perceived constraints. According to verbal testimony, several of the caseworkers from the three subprograms expressed that they feel inadequately trained to function as employment counselors. Performing as either AFDC payments workers or as ETF casemanagers appears to require distinctly different skills and abilities. Further, the priorities for serving as a payments worker far surpass those of serving as an employment specialist.

Regarding constraints, the local economies (especially Sumterville) apparently do not provide a sufficient number of job opportunities for AFDC clients in a geographical location in which jobs tend to be seasonal or inconsistent. The traveling distance to service opportunities (e.g., vocational training) is great (again especially Sumterville) so as to present a serious transportation barrier. There is also a reported lack of adequate

assessment tools for screening clients into the program as well as an apparent lack of clear policy regarding client eligibility for the ETF's. Casemanagers are uncertain who they should serve--those who are nearly job ready or those requiring extensive and intensive therapeutic interventions. The necessary coordination between client needs for service and community service delivery agents has, in some cases, not yet been established. The sizeable AFDC caseload makes adequate follow-up of clients very difficult. Thus, the ETF (PAPA) caseworkers are unable to document and therefore gain credit for their accomplishments pertaining to their employment function.

A final way of describing a program at this point is to ascertain the frequency of client needs diagnosed by the caseworker. The ways in which caseworkers perceive client needs may well be an operational definition of programmatic philosophy. It could be that a caseworker is more likely to identify needs on the Resource Utilization Survey (See Table 1 on the next page) that emulate the capabilities delivery system than to identify needs for which there are no services available. A list of needs and the percentage of clients indicating the need for each PAPA program is presented in Table 1 on the next page. Data from the two cohorts are presented separately since two different forms of the Resource Utilization Survey were used. Needs of the first cohort were assessed by means of the ES 4132 Form while the needs of the second cohort were assessed using an elaborated version of the same instrument (See Appendix I & II respectively).

For the District III populations, the high priority needs appear to be job skill training employability skill training, job information and vocational counseling. Other needs that one would expect from the literature review, such as child care or transportation, were indicated by less than

Table 1

Percentage diagnosed needs per PAPA program

Needs	B-T-S First Cohort (n=39)	B-T-S Second Cohort (n=26)	Naples First Cohort (n=28)	Naples Second Cohort (n=29)	Miami First Cohort (n=31)	Miami Second Cohort (n=67)
1. Job skill training	72 %	100%	25%	65%	39%	9
2. Employability skill training	NA[a]	100	NA[a]	55	NA	19
3. Job experience	38	77	21	51	26	10
4. Adult general education	36	19	29	34	10	1
5. Vocational counseling	82	77	0	34	7	3
6. GED preparation	20	12	11	45	11	9
7. Mental health counseling	3	15	7	3	0	0
8. Physical disabilities compensation	0	4	4	0	0	0
9. Job information	NA	88	NA	86	NA	78
10. Children daycare services	13	35	54	28	3	3
11. Children funds for daycare	NA	19	NA	34	NA	4
12. Transportation	NA	31	NA	69	NA	10
13. Transportation funds	NA	0	NA	0	NA	0
14. Language assistance	NA	0	NA	3	NA	0
15. Children health services	NA	4	NA	7	NA	0
16. Medical Services	NA	8	NA	7	NA	0
17. Public housing	NA	8	NA	0	NA	3
18. Job interview training	8	NA[b]	50	NA	29	NA
19. Other	3	0	68	0	25	0

a. NA = not applicable, item not included on initial ES4132 form.
b. NA = not applicable, item not included in FSU Resource Utilization Survey.

half of the B-T-S population. The ETF casemanagers appear to emphasize attributes of job readiness rather than constraints which inhibit employment. This result appears to be inconsistent with overarching philosophy of the program which emphasizes self-concept development and removal of constraints.

District VIII: Naples

Philosophpy. Located in the southwestern coast of Florida, the Naples program begins from a different perspective as contrasted to District III. Here the rules, "Get 'em moving and keep 'em moving" and "Don't let 'em stew in their juices" appear to be the order of the day. The primary focus is on job development and job placement rather than on the client personal development. The caseworker seeks to remedy job readiness difficulties as soon as possible and then to link them with job openings in the community, even if the jobs are only part-time. Perhaps an operating assumption undergirding this approach is that clients will seek work if they have reassurance that job openings are available. Secondly, as inferred from the background discussion, welfare clients with low self-confidence are more apt to engage in job seeking behavior if the risk of rejection or failure is reduced.

Personnel. There is only one caseworker, Ms. Donna Baltakis, in the Naples PAPA program. Such a program resembles a craft organization in the sense that one person oversees the entire production of a product. She is physically housed in the AFDC unit, but unlike District III, does not share any of the payments worker's responsibilities. The PAPA caseworker is organizationally responsible to the AFDC Supervisor but in practice reports directly to the District Supervisor in Ft. Myers. The

caseworker focuses her energies on screening clients, developing jobs, placing clients in jobs, providing delivery of some employability services, and follow-up evaluations. An organizational chart for District III is presented on the next page.

Client screening and treatment processes. All AFDC clients in Naples are considered for admission to the PAPA program. The fellow AFDC payments workers refer clients to the PAPA program if they have the impression the client is motivated and employable. The PAPA caseworker then interviews the client to obtain an employment history and to assess motivation. If in doubt about whether a client possesses sufficient motivation, the caseworker may send a client to take an interview with the Florida State Employment Service (FSES) or to interview with a potential employer. If the client is unheard of again, the conclusion would be that either the client was hired or she was too discouraged or unmotivated to continue in the PAPA program. The number of personal contacts between caseworker and client may vary from 1 to 9 depending on the number of placements considered. The PAPA caseworker will continue to work with a client, almost doggedly so, until the client secures employment. She (the caseworker) will work with motivated clients again if they are laid off or fired.

Job development. The caseworker, Ms. Donna Baltakis, because she is freed from AFDC payments responsibilities, devotes much of her time to job development. She frequently calls employers to inquire about potential job openings and often speaks before local civic groups and other organizations such as the local school board. She also is fairly meticulous about follow-ups with both clients and their employers. She appears to be almost as interested in the attitudes and feelings of employers as in her clients.

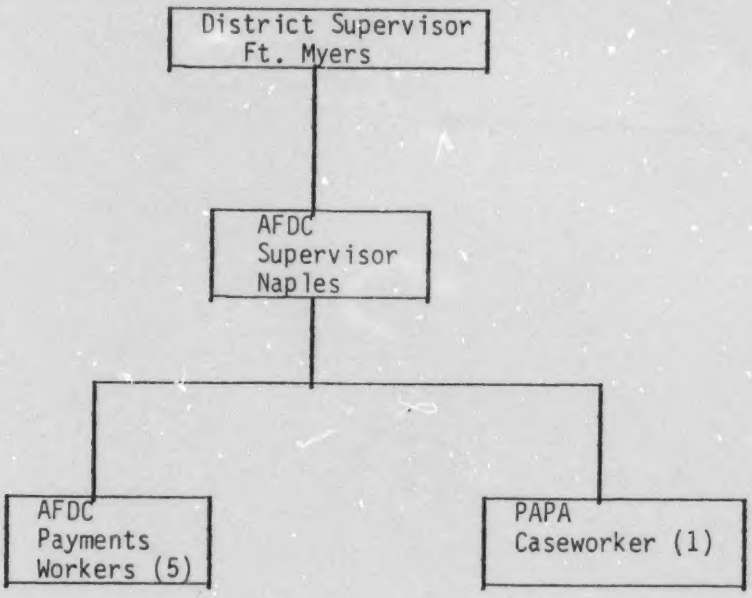


Figure 2. District VIII Organizational Configuration.

She also works with the school board to establish job-related courses in the local schools and community colleges.

Caseworker attitudes and perceived constraints. Ms. Baltakis reports that she is frustrated with HRS, Economic Services Division's policy to foster cooperation between AFDC and other human service agencies in the community. She feels HRS policy falls short when applied at the local level in Naples. She reports she is also perplexed because local HRS service delivery agencies will not hire her clients. Apparently, she perceives that local businessmen may wonder why they should hire AFDC clients when HRS will not. However, all in all, she feels grateful that she has been afforded the freedom to develop her own program. And because she is free of cumbersome paperwork associated with payments, she is able to devote more time to fostering a rapproachment with the business community.

The results of the Resource Utilization Survey also support the way in which the program philosophy is operationalized. Referring again back to Table 1 on page 15, the high priority needs appear to be job information, job skill training, employability skill training, job experience and transportation. Because the newer survey form was more comprehensive, the needs of the second cohort may be considered a more accurate appraisal of client needs in the Naples PAPA program. One can note that the job readiness needs are paramount, which is consistent with Ms. Baltakis philosophy. Services such as vocational counseling, mental health counseling, receive low priority. She also appears to emphasize constraints such as transportation and child care with which she reportedly assists clients.

District XI: Miami

Philosophy. Located in the heart of Liberty City, the pivotal concept in District XI appears to be that a proportion of AFDC recipients already possess the skills and motivation to become gainfully employed and independent of the welfare system. These clients are seen as entering the assistance rolls as a result of personal and/or economic hardship. Due to a breakdown in their immediate social and economic support structures, they must now turn to the state as the "provider-of-last-resort." The underlying assumption is that these "job-ready" clients should (1) be linked with job opportunities in the community and (2) receive the emotional support and encouragement of the casemanager. The responsibility for employment lies almost entirely with the client, his/her skills, motivation, and resourcefulness. Thus, the District XI program nearly emulates a crisis management orientation--i.e., to help relatively well functioning individuals "over the hill" and on to resuming their normally productive lives. With this approach, the client screening processes would appear to be exeedingly important in the effectiveness of the program since the importance of the development of treatment plans or the delivery of services to address long term or critical needs should be minimal. Also one would expect, with these assumptions that the Miami clientelle would be the least chronic of the three PAPA programs and to be the most "job ready."

Personnel. The Unit Supervisor oversees the functioning of the PAPA unit by monitoring staff performance and implementing HRS policy for both employment assistance and AFDC functions. The casemanager, who reports to the unit supervisor, provides direct service to 50 - 75 clients. The

caseworker's primary function is to determine and to monitor client eligibility for AFDC and for Food Stamps. The caseworker's secondary function is to link motivated and job-ready clients with the job developer who directs the client to employment opportunities in the community. In this way, casemanagers responsibilites are similar to the caseworkers of District III. A job developer is also included among the staff of the PAPA program and reports to the unit manager. The job developer's responsibility is to secure employment opportunities for PAPA clients. In Miami, most of the job placements have been with fast-food chains and a pharmaceutical manufacturer. An organizational chart is presented for District XI on the next page.

Client screening and treatment processes.

All clients who apply for assistance in any of the 10 AFDC units in District XI are screened for the PAPA program. The unit payments workers informs clients of the PAPA program and ascertains their interest in participating in it. The interested clients then submit applications to the PAPA program. Every month, the PAPA program casemanagers receive a list of approximately 200 AFDC applicants. These clients are then contacted through a letter sent by a PAPA casemanagers and are informed that they should follow-up their intention to participate in the program through a phone call. Those who do not respond within 10 days are dropped from further consideration. Those who do call are questioned about their educational and employment background over the phone. If clients remain interested in participating and if the casemanagers believe they have a reasonable chance for success in the program, they are told they would receive further instructions through the mail. Files of accepted clients

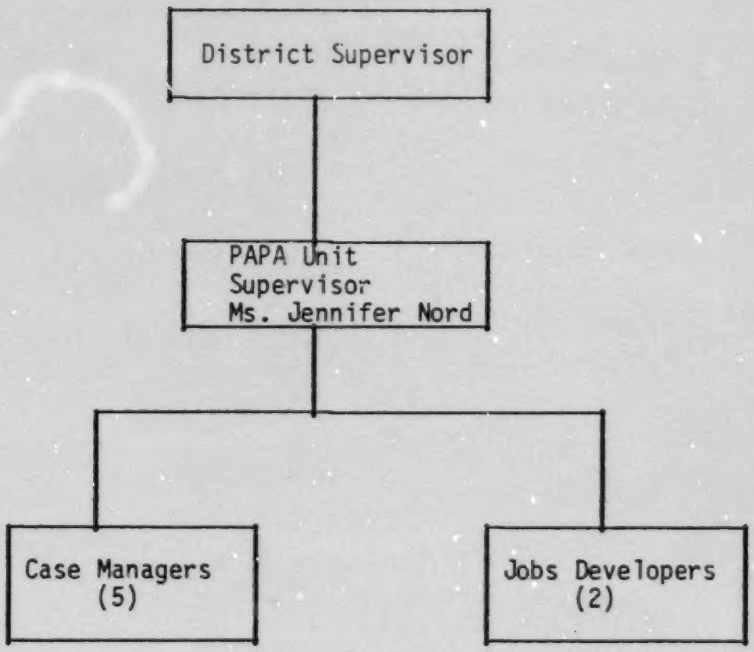
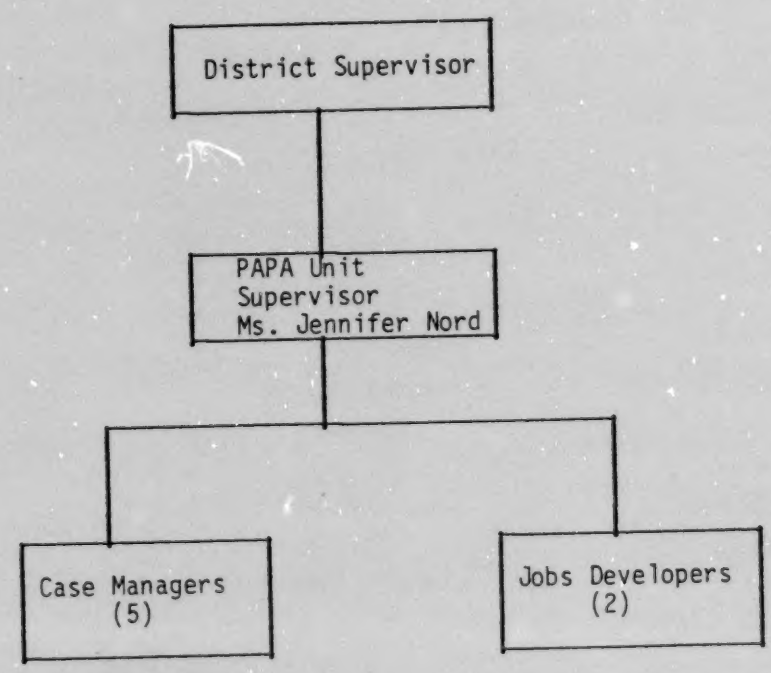


Figure 3. Organizational Configuration District XI: Miami


District Supervisor
PAPA Unit
Supervisor
Ms. Jennifer Nord
Case Managers
(5)
Jobs Developers
(2)

are transferred from the AFDC unit to the PAPA unit. The case transfer process may takes from 2 weeks to 2 months. This fact bears directly on an outcome criterion of the programs--employment rate 60 days after registration.

Once the folders arrive at the PAPA unit, the casemanager issues the client a letter requesting that she come in for an interview. During the interview, the casemanager performs an employability assessment, completes the Employment Record (EPR) and handles any problems with the AFDC grant. The client is then informed of any employment opportunities. However, if there are no immediate job openings for which a given client is suited, the client is assisted by helping her learn strategies for obtaining work, e.g. how to contact potential employers, interviewing techniques and job information resources. The clients are then informed that they will be contacted if and when employers notify the PAPA unit of suitable employment opportunities.

When a prospective employer informs the PAPA unit of a job opportunity, a client is selected according to suitability for the job and is informed of the job opening. An interview with the employer is arranged. The PAPA job developer accompanies the client to the interview and completes the tax credit form for employing AFDC clients. If the client is hired the case file is retired. If the client is not hired, she is encouraged to continue seeking work and remains in the PAPA program. There are no systemmatic follow-up procedures used to obtain information on either hired or not-hired clients until AFDC recertification process (every six months).

Job development. The job development function is performed by a job developer whose activities consist mainly of developing liaisons with

corporations willing to hire AFDC clients. Fast-food chains are a primary source of placement in Miami. The job developer also informs employers of tax credits available for hiring AFDC clients. According to interviews with the job developers, they seek to establish working relationships with upper level management in order to encourage lower level supervisors, who actually hire personnel, to hire competitively disadvantaged AFDC clients.

Caseworker attitudes and perceived constraints. According to interviews conducted by the junior authors, PAPA casemanagers see themselves primarily as AFDC payments workers since these are the responsibilites on which job security is based. Further, they feel ill-trained to manage client problems related to obtaining work. Casemanagers feel the assessment process should be improved since most decisions regarding eligibility for the PAPA program are made on the basis of client persistence and casemanager intuition. Additionally, the more active a casemanager is in the employability arena, the more the AFDC paperwork increases. For example, if a client is placed and does not retain employment, she must be recertified for AFDC which results in a new round of paperwork for the casemanager. If the client proves to be unmotivated after having been admitted to the PAPA program, the process of transferring the client's file back to the AFDC unit involves additional time-consuming paperwork. Finally, and perhaps the most insideous problem affecting a caseworker's morale and performance in their PAPA duties, is that the WIN unit is notified of clients who are admitted to the PAPA program and when they are successfully placed, WIN takes the credit.

The results of the Resource Utilization Survey (see Table 1 on page 15) indicate that the workers tend to perceive only one need common to over

half of the client population, that being job information. Therefore, the PAPA unit in District XI appears to serve mainly job-ready AFDC clients who merely require information about job openings. The casemanager appears to primarily take over the AFDC payment workers responsibilities while the client is enrolled in the PAPA unit.

The Client Populations for the Investigation

Two different cohorts were used in the present investigation: the first consisted of 98 subjects on whom data were gathered on-site in November of 1982 while the second cohort consisted of 121 subjects on whom data were gathered in June 1983. Comparisons between the two cohorts provides an indication of the stability of the characteristics of the respective client populations. Characteristics of the respective cohort groups by site are presented in Tables 2 and 3 on the following pages.

District III: Brooksville, Sumterville and Tavares. The first and second cohorts are very similar with respect to age, racial compositon, time since last employment and employment status 60 days after registration. The second cohort had relatively fewer who had no high school diploma (48.7% to 26.9%). Thus it would appear that the respective PAPA subprograms may have become slightly more selective in terms of educational attainment.

Relative to the other two PAPA pilot test sites, it resembles the District VIII site (Naples) in terms of age, racial composition, education and client needs but not in terms of chronicity on welfare, e.g. time on AFDC and time on Food Stamps since 16 years of age. District III appears to be at midrange between Naples and Miami on such chronicity indicators. The employment rate is more similar to Miami's at both 60 and 180 days following registration than to Naples.

District VIII: Naples. The second cohort, compared to the first, was slightly younger, had a higher representation of whites, but was similar in

Table 2

AFDC PAPA Population Characteristics: First Cohort

Variable	Naples (n=28)	Sumterville-Brooksville-Taveras (n=39)	Miami (n=31)	Total (n=98)
Age (mean)	28.2	26.4	32.1	28.7
Race white	53.6%	48.7%	0%	35%
black	42.9%	46.2%	90.3%	59%
hispanic	3.6%	5.1%	9.7%	6%
Average Grade	11.3	11.1	10.3	10.9
Degree Attainment:				
(a) No H.S. Diploma	46.4%	48.7%	58.1%	51%
(b) High school diploma or equivalent	35.7%	46.3%	6.5%	29.6%
(c) Completed specialized vocational training but no certificate or license from a vocational training program	3.6%	2.6%	12.9%	6.1%
(d) Has a vocational certificate or license	14.3%	5.1%	22.6%	13.3%
(e) Associate arts degree(AS)	0.0%	0.0%	0.0%	0.0%
(f) Bachelor's degree(BA, BS) or higher	0.0%	0.0%	0.0%	0.0%
Food Stamp Benefit(regis.)	$143.85	$143.53	$192.74	$159.19
AFDC BENEFIT (registration)	$183.71	$190.28	$203.87	$192.70
FAMILY SIZE(including parent)	2.9	3.0	2.9	2.9
Mean Time Since Last Employment(months)	10.8	4.9	15.9	10.1
Total Time on Food Stamps Since 16 yrs (in months)	7.1	24.9	45.7	26.4
Total Time on AFDC Since 16 yrs (in months)	18.7	27.9	48.0	31.6
Total Needs Identified per client	3.4	2.7	1.7	2.6

Table 2 (Continued)

AFDC PAPA Population Characteristics: First Cohort

Employment status at 60 days after registration				
(a) Full-Time	10 (35.7%)	1 (2.6%)	0 (0)	11 (11.2%)
(b) Part-Time	6 (21.4%)	3 (7.7%)	2 (6.5%)	11 (11.2%)
(c) Unemployed	12 (42.9%)	35 (89.7%)	29 (93.5%)	76 (77.6%)
Employment status at 180 days after registration (n=92)				
(a) Full-Time	16 (59.3%)	7 (20.0%)	1 (3.3%)	24 (26.1%)
(b) Part-Time	6 (22.2%)	2 (5.7%)	2 (6.7%)	10 (10.9%)
(c) Unemployed	5 (18.5%)	26 (74.3%)	27 (90.0%)	58 (63.0%)
(d) Missing Information	1 (-)	4 (-)	1 (-)	6 (-)
Employment status at 180 days after registration (n=92)				
(a) Full-Time	16 (59.3%)	7 (20.0%)	1 (3.3%)	24 (26.1%)
(b) Part-Time	6 (22.2%)	2 (5.7%)	2 (6.7%)	10 (10.9%)
(c) Unemployed	5 (18.5%)	26 (74.3%)	27 (90.0%)	58 (63.0%)
(d) Missing Information	1 (-)	4 (-)	1 (-)	6 (-)

Table 3

AFDC PAPA Population Characteristics: Second Cohort

Variable	Naples (n=29)	Sumterville-Brooksville-Taveras (n=26)	Miami (n=66)	Total (n=121)
Age (mean)	26.7	26.3	28.3	27.5
Race white	72.4%	46.2%	4.5%	30%
black	24.1%	53.8%	89.4%	66%
hispanic	3.4%	0.0%	3.0%	2%
Native American	0.0%	0.0%	3.0	2%
Average Grade	10.0	11.7	10.8	11.0
Degree Attainment:				
(a) No H.S. Diploma	56.0%	26.9%	40.9%	41.2%
(b) High school diploma or equivalent	37.0%	69.2%	39.4%	45.4%
(c) Completed specialized vocational training but no certificate or license from a vocational training program	0.0%	3.8%	7.6%	5.0%
(d) Has a vocational certificate or license	3.5%	0.0%	7.6%	5.0%
(e) Associate arts degree(AS)	3.5%	0.0%	4.5%	3.4%
(f) Bachelor's degree(BA, BS) or higher	0.0%	0.0%	0.0%	0.0%
Food Stamp Benefit(regis.)	$131.79	$107.35	$133.82	$127.65
AFDC BENEFIT (registration)	$114.03	$188.30	$208.52	$181.52
FAMILY SIZE(including parent)	2.5	2.8	3.1	2.9
Mean Time Since Last Employment(months)	9.8	5.0	10.3	9.3
Total Time on Food Stamps Since 16 yrs (in months)	7.1	28.3	33.1	25.8
Total Time on AFDC Since 16 yrs (in months)	5.6	31.5	35.1	27.2
Total Needs Identified per client	5.59	5.30	1.62	3.36
Employment status at 60 days after registration				
(a) Full-Time	10 (34.5%)	1 (3.8%)	8 (12.1%)	19 (15.7%)
(b) Part-Time	7 (24.1%)	2 (7.7%)	3 (4.5%)	12 (9.9%)
(c) Unemployed	12 (41.4%)	23 (88.5%)	55 (83.3%)	90 (74.4%)

terms of educational background, time since last employment, and employment status 60 days after registration. The first cohort appeared to be higher on welfare chronicity indicators (time on Food Stamps and time on AFDC) than the second cohort. Relative to the other PAPA pilots, the distinguishing characteristics of Naples are that the welfare chronicity factors are the lowest while the employment rate after both 60 and 180 days is highest.

District XI: Miami: Comparisons between the first and second cohort groups in Miami indicate there might have been significant changes in the screening/selection processes for admission to the PAPA program over the winter. The second cohort group was younger, had a higher level of educational attainment, and lower in terms of welfare chronicity variables, (time on Food Stamps and time on AFDC). The employment rate 60 days after registration in PAPA also improved from 6.5% to 16.6%. for those finding full-time in part-time employment. The emerging distinguishing features of the Miami population appear to be the apparent lack of needs of the clients, the highest representation of black populations (89.4%), and the highest among the PAPAs in terms of welfare chronicity variables. Given these data, the strategy of treating the members of this population as though they are job-ready may be open to serious question.

Comparisions between the First and second cohorts taken in aggregate. Comparisons between the November cohort (n=98) and June cohort (n=121) may reveal trends across the PAPA's. The June cohort, as compared to the earlier November cohort, has a higher percentage of blacks; its members receive fewer dollars in Food Stamp and AFDC grants at registration; and it is lower on indicators of welfare chronicity (total time on Food Stamps and

AFDC). The caseworkers of the second cohort identified more needs per client ostensibly due to the change in Resource Utilization Forms (See Appendices) which listed more need options. The employment rate of the June cohort at 60 days after registration improved slightly. Finally, while 77.6% of the November cohort were unemployed 60 days after registration, 63.0% were still unemployed 180 days after registration.

OBJECTIVE I:

Develop a Data Collection Instrument that DifferentiatesPotentially Employable from Probably Unemployable

Instrumentation. The development of an instrument to ascertain the likelihood of obtaining employment began with a survey of existing data collection forms used by HRS with AFDC clients. The purposes for analyzing existing forms were to determine: (1) the kinds of information that are now being collected on individuals; (2) the consistency among the HRS Districts regarding the kinds of information obtained; and (3) the degree to which this information is able to predict employment 60 days and 180 days after registration in the PAPA programs. The forms obtained from the Division of Economic Services and from the local HRS AFDC unit in Tallahassee included the following:

1. ES 4132, a new instrument developed by the Division of Economic Services to record background information, service needs, referrals and employment status;
2. ES-511 an instrument used by the Florida State Employment Service to describe work history;
3. FSES 011, a client follow-up record;
4. FSES 002, an instrument to record information related to background, service needs, employment status at 30 and 180 days and Food Stamps and AFDC allotments (note: This instrument is a precursor to ES 4132 above);
5. ES 2661, a client status form reporting employment and grant information;
6. ES 2001, a form used to record client financial information;
7. WIN 001, a service record face sheet used by the Work Incentive Program (WIN);

8. ES 4131, an employability assessment plan fact sheet that describes job history, skills history, service needs, and occupational goals;
9. SES 4040, a medical statement;
10. WIN 005, a form containing the amount of funds paid in child care;
11. SES 4041, a notice of authorization of child care;
12. HRS 50-1, provides demographic information, and service records;
13. SES 4036, an authorization of payment for child care.

In the process of evaluating the above instruments, two important observations were made: the first was that no two sites used the same set of forms, and secondly, that there were varying degrees of consistency with which common forms were completed. Therefore, two procedures were required: (1) the development of a common data collecting instrument to record the diverse sources of extant information; and (2) the use of personal interviews with the case workers in the field to obtain missing information. From the analysis of the above forms, an Extant Data Form was developed by the research team to assess client characteristics, services provided and employment status 60 days following registration in the programs. The Extant Data Form is located in Appendix I of this document (See the blue covered form). Complete information was obtained on 98 clients from the respective PAPA's using the Extant Data Form in November, 1982.

In addition to the Extant Data form, a second research form was developed to secure more information on clients and programs as suggested from a literature review and through the development of a hypothetical causal model. This second instrument was named the FSU SUPPLEMENTARY DATA

Form and contained all information on the Extant Data Form as well as new information. This instrument was used for clients who registered in the PAPA's after November 1, 1982 and is located in Appendix II (See yellow covered form). Both instruments, developed by the research team, were reviewed by caseworkers serving AFDC/Food Stamp clients in Tallahassee and were revised on the basis of their suggestions before deployment in the respective PAPA programs.

A third form, the 180 Day Status Form, was developed to collect information regarding the employment status of the 98 clients of the first cohort 180 days after registration in the PAPA's. The forms secured information pertaining to whether a client was employed, wages per month, AFDC and Food Stamp allotments, medical benefit and relevant work history between 60 and 180 days in the program.

The criterion variables. All variables derived from the data collection forms were classified into three domains: 1) the criterion variables which related to the client's work and welfare payments status at registration, 60 days, and 180 days after registration in PAPA's; 2) independent (predictor) variables which are the characteristics clients brought to the programs upon entering; and 3) intervening variables which describe the kinds and extent of services provided for the clients enrolled in the PAPA's. In order to procede with a meaningful analysis, the number of variables comprising each of the above domains had to be reduced to only those that provide discrete and relevant information. Every effort was made in the study to identify comprehensive but yet comprehensible client information that in the end would possess practical utility and simplicity.

The quality of a set of variables to predict whether an individual is either potentially employable or probably unemployable ultimately rests on the quality of the criterion measure. Predictor variables can be no more accurate or reliable than the criterion variable(s). Thus the identification of a criterion measure began with the following set of variables to portray treatment outcomes 60 days after registration in the PAPA's:

- Employment status at 60 days (EMPL60) consists of a three point scale indicating whether the client was engaged in (1) full-time or (2) part-time employment, or (3) unemployed 60 days after registration in a pilot program (ES 4132). Part-time means that an individuals is employed 30 hours per week or less.

- AFDC grant at 60 days (AFDC60) is the monthly allotment of the AFDC grant 60 days following registration in PAPA's (ES 4132).

- Food Stamp grant at 60 days (FS60) is the amount of food stamps alloted to individuals 60 days after registration in the PAPA's (ES 4132).

- Independence at 60 days (INDEP) consists of a four point scale with (1) No Job, no training, (2) No job, but training, (3) part-time job, (4) full-time job (ES 4132).

- Job continuity (JOBCONT) consists of a four point scale indicating the degree to which the client has been able to secure steady, uninterrupted employment between the date of registration and 60 days after. The scale points are: (1) no work, (2) job terminated, (3) job interrupted, (4) work without interruptions. The information was obtained from the ES 4132 form.

As a data reduction technique, a principal components analysis was conducted with Kaiser normalization with a varimax rotation to identify underlying factors within the 60 day variable domain. Based on the factor loadings, one or two variables could be identified which are "representative" of the domain. For this analysis, the entire subject population (n=211), first and second cohorts combined, was used on whom complete data were available on all variables. The results of the analysis revealed that only one factor emerged with and eigenvalue greater than 1.0

which accounted for 69% of the variance. Therefore all of the variables in the domain could be considered as a member of the one single factor. The variable EMPL60, employment status 60 days after registration, had the highest factor loading and this result, coupled with other item characteristics, such as skewness, kurtosis, reliability of recording, made this the single best variable to represent the domain. The results of the principal components analysis of the 60 day criterion domain are portrayed in Table 4 on the next page.

An analysis of variables comprising the 180 day domain began with the same variables as the 60 day domain. As in the analysis of the 60 day variables, a principal components analysis with Kaiser normalization with a varimax rotation was used to identify one or two variables "representative" of the domain. Complete data were obtained on 92 of the initial 98 subjects comprising the first cohort. The results of the analysis, portrayed in Table 5, on page 37, revealed that once again, one factor emerged with an eigenvalue greater than 1.0 which accounted for 57.7% of the variance. The highest factor loading occurred on EMPL 180. Therefore this variable was retained as the single variable "representative" of the domain. The variables EMPL 60 and EMPL 180 were selected as the variables on which to identify employability prediction variables.

The predictor variables. A slightly more complex procedure was used to identify the best predictor variables comprising the independent variable domain. Thirty three (33) plausible predictor variables were identified from the Extant Data Form. In order to reduce the number of potential predictor variables to a more manageable set, a straight factor analysis was conducted to ascertain underlying factors in the 33 variable

Table 4

Summary of Principal Components Analysis of Criterion Variables
At 60 days after Registration (n=211)

Variable	Factor Loading	M	SD
EMPL60	-.949	2.61	.72
AFDC60	-.748	165.56	97.1
WAGE60	.910	119.78	241.25
FS60	-.372	128.84	94.15
INDEP60	.857	1.81	1.06
JOBCONT60	.851	1.80	1.36
Eigenvalue	4.15		
Pct Variance	69.1		

a) EMPL60 is Employment status at 60 days after registration where 1 = full time, 2 = part time, 3 = unemployed.

b) AFDC60 is the amount of AFDC grant at 60 days after registration.

c) FS60 is the amount of food stamp allotment at 60 days after registration.

d) INDEP60 is a 4 point scale representing degree of social independence from 1 = unemployed, only support is from government grant, to 4 = fully employed, no government grants received.

e) JOBCONT60 is a job continuity index in which 1 = no work, 2 = job terminated, 3 = work interrupted, 4 = not interrupted.

Table 5

Summary of Principal Components Analysis of Criterion Variables at 180 days After Registration (n=92)

Variable	Factor Loading	M	SD
EMPL180	-.871	2.4	.9
AFDC180	-.747	158.9	93.4
WAGE180	.852	185.5	298.1
FS180	-.455	87.5	93.4
INDEP180	.627	1.9	1.0
JOBCONT180	.623	1.8	1.4
Eigenvalue	3.46		
Pct. Variance	57.7		

a) EMPL180 is Employment status at 60 days after registration where 1 = full time, 2 = part time, 3 = unemployed.

b) AFDC180 is the amount of AFDC grant at 60 days after registration.

c) FS180 is the amount of food stamp allotment at 60 days after registration.

d) INDEP180 is a 4 point scale representing degree of social independence from 1 = unemployed, only support is from government grant, to 4 = fully employed, no government grants received.

e) JOBCONT180 is a job continuity index in which 1 = no work, 2 = job terminated, 3 = work interrupted, 4 = not interrupted.

matrix using data obtained from the first cohort (n=98). Twelve factors with eigenvalues of 1.0 or greater emerged. Following this procedure, 17 variables were discarded because of undesirable distributional characteristics such as lack of variability, skewness, kurtosis, and low or anomolous factor loadings. A second straight factor analysis, conducted using the entire population (n=204) on the remaining sixteen variables, resulted in a six factor model with eigenvalues greater than 1.0 which accounted for 69.4% of the variance. A principal components analysis with varimax rotation and Kaiser normalization rendered the final version of an employability model (See Table 6 on the next page). Six interpretable and logically or theoretically plausible factors were identified: Motivation, Life Style, Job Competence, Personal Need State, Education, and Work Propensity. The independent variables loading on the respective employability constructs are described as follows:

Motivation (cost vs. benefits for working)

- AFDCRG: The amount of AFDC grant a client received at the time of registration (ES 4132);
- FSREG: The amount of Food Stamp allotment at the time of registration;
- MEDLOT: Cash value of Medicaid benefits allowed to clients based on HRS estimates; and
- BENWOR: This is an estimation of the cash benefits a client could receive if she returned to work full-time at the salary of her last job. The estimate is based on the amount of Food Stamps a client would receive at that salary , plus the cash value of the Medicaid benefit estimated at $40.66 per family member.

BENWOR = FS (working) + Medicaid
(Benefits working)

Table 6

Summary of Principal Components Analysis of Independent Variables for AFDC Clients (n = 205)

Factors / Variable	I Motivation (Cost vs Benefit)	II Life Style	III Job Competence	IV Personal Need State	V Education	VI Work Propensity
AFDCRG	.634	.264	.150	-.006	-.058	-.201
FSREG	.580	.268	-.020	.060	-.094	.094
MEDLOT	.863	.147	-.054	-.026	.003	-.101
BENWOR	.788	.039	-.086	.072	-.061	.053
CULT	-.078	-.363	-.275	.048	-.099	.130
TMFS	.256	.950	-.082	-.007	-.009	-.024
TMAFDC	.278	.851	-.025	.042	-.042	-.047
JOBSKL	-.062	.029	.916	-.049	.034	.100
JOBEXP	-.017	-.044	.438	.205	.086	.092
PERNED	-.004	.044	.201	.545	.030	.076
NDCOM	-.102	.042	.124	-.958	.049	-.009
EDNED	.012	.988	.330	-.051	.479	-.011
EDUATT	-.087	.067	.087	.017	.734	.167
GRADE	-.101	-.095	-.068	.009	.603	-.070
EXPSAL	.101	-.024	.104	.053	-.183	.256
TURNAR	-.150	-.101	.063	.047	-.040	.789
EIGENVALUE	3.24	1.67	1.36	1.02	.95	.69
PCT VARIANCE	36.0	18.7	15.2	11.4	10.6	7.8

Life Style

- CULT: This is a culture variable where 1 = white and 2 = non white;
- TMFS: The total amount of time (expressed in months) a client has been the recipient of Food Stamps since age 16; and
- TMAFDC: The total amount of time (expressed in months) a client has been the recipient of AFDC grants since age 16.

Job Competence

- JOBSKL: A two point scale completed by the caseworker where 1 = need, 2 = no need for job skill development; and
- JOBEXP: A two point scale completed by the caseworker where, 1 = need, 2 = no need for job experience.

Personal Need State

- PERNED: This is a scale derived from the summation of scores, where 1 = need, 2 = no need, for the following variables: Disability compensation; Mental Health counseling; Childcare; Vocational Counseling; Transportation; Job interview training; and Other needs. PERNED = Personal needs; and
- NDCOM: This is a ratio of services completed divided by total needs identified by caseworker at 60 days after registration in PAPA unit. NDCOM = Needs completed.

Education

- EDNED: An education need scale derived from the summation of scores, where 1 = need, 2 = no need, for the following variables: GED review, and Adult general education. EDNED = Educational needs; and
- EDUATT: A five point scale indicating the degree of educational attainment at the time of registration, where 0 = no high school diploma, 1 = high school diploma or equivalent, 2 = completed specialized vocational training but with no certificate or license, 3 = has vocational certificate or license, 4 = Associate Arts degree, 5 = Baccalaureate degree or higher. EDUATT = Educational attainment; and
- GRADE: Highest school grade completed.

Work Propensity

- EXPSAL: The amount of monthly income a client would make of th client returned to work full time at the same salary as the last job. If no information was available, minimum wage was substituted. EXPSAL = Expected salary; and

- TURNAR: Short for "turnaround time", this is a ratio scale derived from the formula below:

$$\text{Turnaround} = \frac{\text{time in last job}}{\text{time in last job + time since unemployed}}$$

It is intended to be a job stability index. One can note that the longer a client has held her previous job and the shorter the time since leaving, the greater the coefficient index. The values are expressed in months.

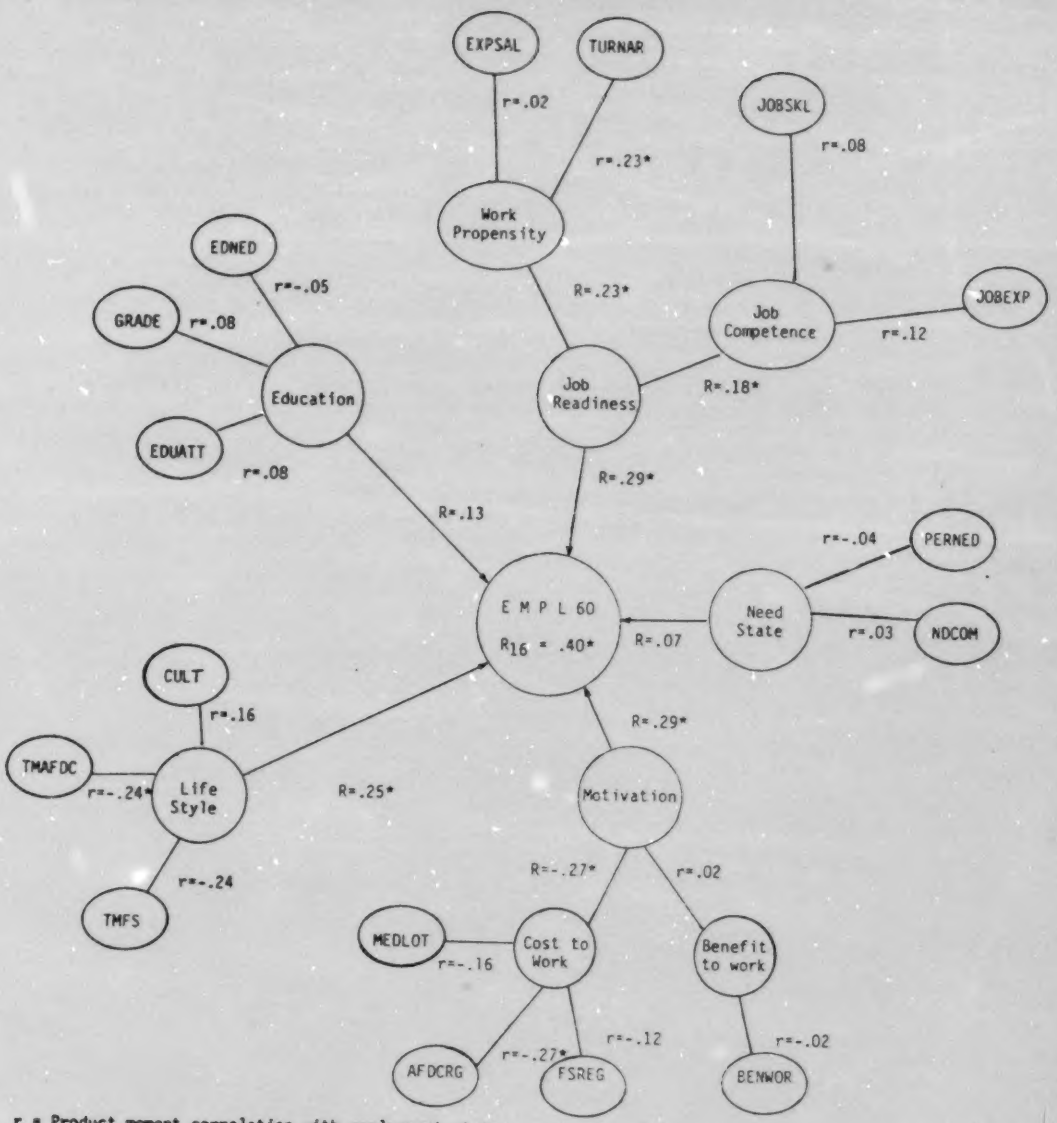
The above predictor variables were selected not only on the basis of their psychometric characteristics but also for their ease of obtaining relevant information from clients. An additional criterion for the selection of variables was that they would be as minimally inferential as possible. In cases where caseworker judgement is called for, as in the case of JOBSKL or JOBEXP, a simple dichotomous scale was used. The reliability of these latter indices by themselves is of course minimal, but these ratings coupled with additional information could account for some variance (at least theoretically) in the relationship between client characteristics and employment status at 60 and 180 days after registration.

Causal modeling. The search for predictor variables began with a hypothetical causal model as noted in the original proposal for the project. Such a "working" model helped to create ways of conceptualizing and manipulating new data. As Sechrest and Phillips (1979) pointed out, one of the major weaknesses in the use of unobtrusive or archival data is the unimaginative ways in which data are conceptualized. A causal model can therefore

be both an input and an output in the research process. Through the course of the project the initial causal model underwent a series of successive revisions. A version of the model has now evolved, based on the preceding factor analysis, that appears to possess both logical and empirical validity as far as it is currently taken with Least Squares regression statistics.

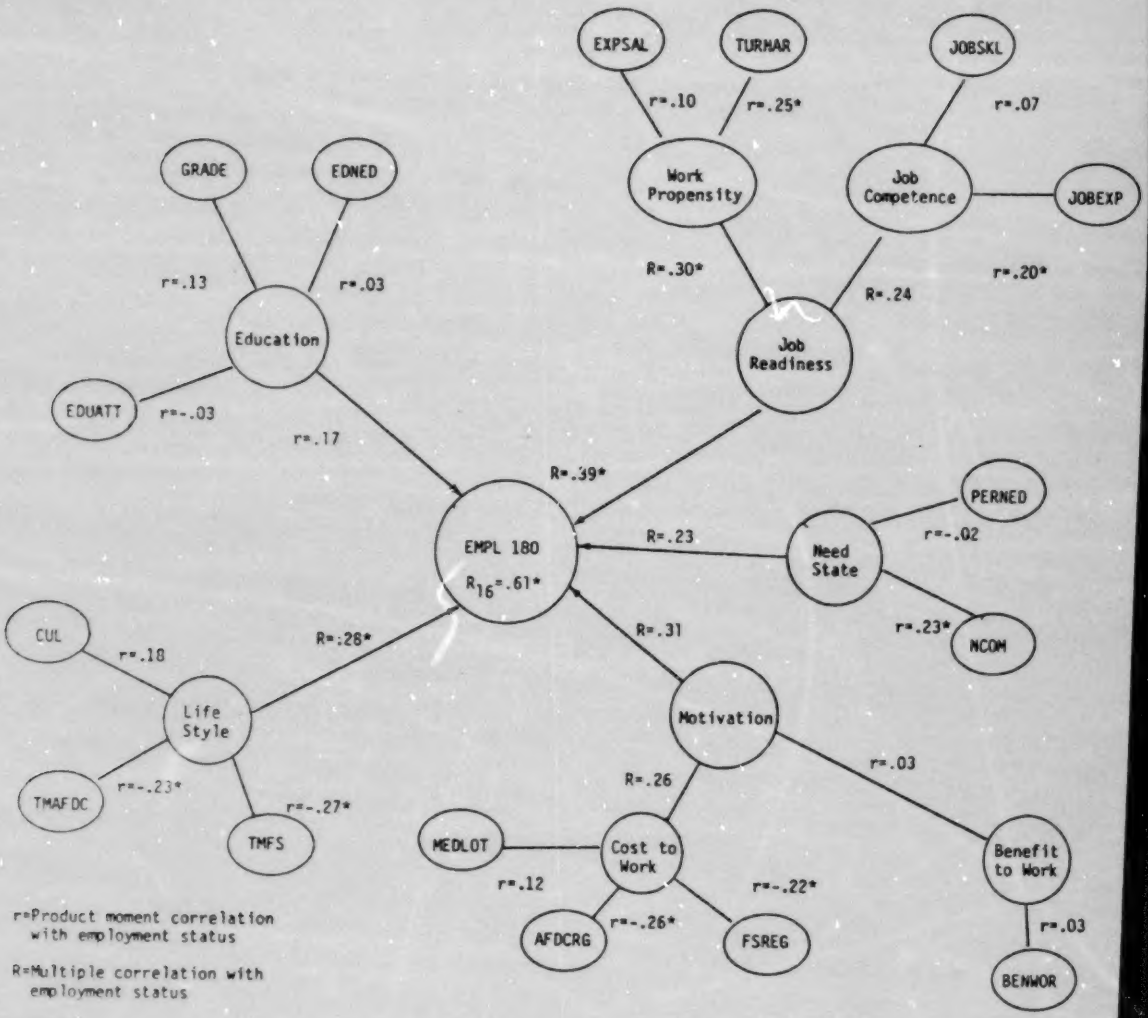
The present causal model is portrayed depicting the predictive arrangements of variables for both EMPL60 and EMPL180 (i.e., employment status 60 days and 180 days after registration in the PAPA programs). The model presented in the following pages modifies the factor structure in two ways: it combines the Work Propensity factor and Job Competence factor into one higher order construct labeled Job Readiness and the Motivation Factor was subdivided into two subordinate constructs, Cost to Work and Benefit to Work. The rationale for combining Work Propensity and Job Compentence was that both relate to the realm of work in life functioning. The Motivation construct was subdivided on the proposition that in life decisions, there are almost always opposing forces as one procedes in the direction of goal achievement (Levine, 1951). Thus the concepts of costs and benefits seem to describe any motivational state in the consideration of a decision alternative. In the case with AFDC clients, deciding whether to return to work or not, the complex relationship between monetary benefits and costs for returning to work are described by Durbin (1969) and Chessinger (1980).

The results of the regression analyses using data from both cohorts combined (n = 204) indicated that Job Readiness, Motivation and Life style constructs are all significantly related to employment status 60 days after



r = Product moment correlation with employment status
R = Multiple correlation with employment status
* p < .05

Figure 4. Causal Model constructs predicting Employment Status 60 days after registration: First and Second Cohorts (n=214).



r=Product moment correlation with employment status

R=Multiple correlation with employment status

* P<.05

Figure 5. Causal Model of Constructs predicting EMployment Status 180 days after registration : First Cohort (n=92)

registration (See Figure 4 on page 44). However, the strength of these multiple correlations were fairly weak. In the case of the Life Style construct, the multiple correlation was based on insignificant zero-order correlations. All 16 predictor variables taken together resulted in a multiple correlation of R = .43 (F = 2.72, Df = 16, 187, P < .005). Thus a maximum of 18.8% of the variance is acounted for in relating the predictor variables to employment status at 60 days (EMPL60). Finally, four variables, turnaround time (TURNAR, r = .23) time on AFDC (TMAFDC, r = .24), time on Food Stamps (TMFS, r = .24), and AFDC allotment at registration (AFDCRG, r = .27) were significantly (P < .05) related to the criterion.

The use of employment status at 180 days (EMPL180) as a criterion (See Figure 5, page 45) variable resulted in much stronger relationships between the predictor and criterion measures. There were six variables with significant zero-order correlations (P < .05), Turnaround time (TURNAR, r = .25); need for job experience (JOBEXP, r = .20); time on Food Stamps (TMFS, p = .27); amount of AFDC grant at registration (AFDCRG, r = .26); the amound of Food Stamp allotment at registration (FSREG, r = .22); and the ratio of needs completed over total needs (NDCOM, r = .23). However, the number of significant multiple correlations declined, relative to the 60 day analysis. The significant multi-variable constructs were Job Readiness (R = .39) and Life Style, (R = .28). All 16 predictor variables combined using the first cohort (n = 92) resulted in a multiple R = .58 (F = 2.39, Df = 16, 75, P < .005). A maximum of 33.7% of the variance is accounted for between the predictor variables and the criterion measure (EMPL180).

Therefore, it was concluded that a criterion measure based on employment at 180 days after registration in the PAPAs appears to be far more promising than a criterion measure based on employment status at 60 days following registration. One reason for the stronger relationship could be attributed to the base-rate problem, that only 25% of the subjects possess either part-time or full-time employment at 60 days while 33% are employed part-time or full-time 180 days after registration, thus providing a less skewed distribution of scores. Another reason could be that there is more time for individual differences in employability traits among the clients to manifest themselves in employment. Nevertheless, a highlight at this point is the apparent vital importance of the Work Readiness function, i.e., Job experience, job skills and a consistent work history in securing employment for these subjects. Another highlight was the emerging significance of the needs completed variable (NDCOM) at 180 days after registration. The degree to which clients were able to complete their treatment plans was significantly ($p < .05$) associated with employment status at 180 days following registration. One must remember, however, that correlation does not necessarily mean causation.

Discriminate analysis. The next step in building a predictive measure was to identify the most powerful and efficient combination of discriminating variables relative to the criterion measures, EMPL60 and EMPL180 respectively. The classical method for developing and validating a measure is to derive a prediction equation with discriminating variables from one population and then to determine the degree to which it predicts correct classifications in a second similar population. Unfortunately, this method could only be applied using the EMPL60 criterion, the weakest of the two

criterion measures in terms to the base rate problem. Nevertheless, a procedure was employed to determine whether a prediction equation could be developed using EMPL60 as the criterion measure according to the classical test development aproaches.

A discriminate function analysis was conducted on the first cohort (n=98) using EMPL60 (employment status at 60 days after registration) as the criterion measure with the 16 variable prediction equation derived from the causal modeling procedure. The results of the discriminate analysis revealed that 16 variable discriminate function could have occurred by chance factors alone ($P > .05$). Only one variable in the function, turnaround time (TURNAR), could be used to differentiate groups. Therefore it was concluded that a valid prediction equation could not be formulated and that a cross validation method using separate data sets could not be employed. The results of this analysis are presented on Table 7 on the next page.

A second discriminate analysis was conducted using both the first and second cohorts combined to generate a prediction function. Such a method obviously introduces the risk of Type I error, i.e., the obtaining of falsely positive results. Nevertheless, with the knowledge of such risks, an analysis was conducted to determine whether discriminant function could be obtained from a larger data set (n = 205) with more statistical power. The results of the analysis indicated that a significant discriminate function was obtained ($P < .001$) with six individual predictor variables significantly ($P < .05$) associated with the criterion measure (EMPL60). The results of the analysis are presented in Table 8 on page 50. Therefore, it was concluded a screening measure to distinguish potentially

Table 7

A 16 Variable Prediction Equation for Employment at 60 days (EMPL60) after registration as criterion measure using first cohort (n=98)

Variable	Unstandardized Canonical Discriminant Function Coefficient	F
1. BENWOR	.003	.813
2. FSREG	-.002	.874
3. AFDCRG	-.000	1.684
4. MEDLOT	-.002	.662
5. TMFS	-.016	3.149
6. TMAFDC	.006	2.338
7. CULT	.333	1.442
8. EDUATT	-.052	.049
9. GRADE	-.042	.201
10. EDNED	.525	.653
11. JOBSKL	.302	.928
12. EXPSAL	-.005	.145
13. TURNAR	2.155	6.934*
14. JOBEXP	-1.220	1.754
15. PERNED	-.013	.000
16. NDCOM	.198	.509
Constant	1.978	

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi Squared	P
.217	.42	.82	17.29	.3671

Classification

Actual Group	Predicted Group: (1) Potentially Employable	Predicted Group: (2) Probably Unemployable	
(1) Employed (Full-time, part-time)	14 (correct)	8 (false negatives)	Percent correctly classified 69.39%
(2) Unemployed	22 (false positives)	54 (correct)	

*P < .05

Table 8

A 16 Variable Prediction Equation for Employment at 60 days After Registration (EMPL60) as criterion measure: Using First and Second Cohorts (n=205)

Variable	Unstandardized Canonical Discriminant Function Coefficient	F
1. BENWOR	.003	.394
2. FSREG	.002	1.575
3. AFDCRG	-.007	15.200*
4. MEDLOT	-.003	5.649*
5. TMFS	-.018	9.869*
6. TMAFDC	.008	7.990*
7. CULT	.540	5.374*
8. EDUATT	.063	1.327
9. GRADE	.117	3.294
10. EDNED	.214	.916
11. JOBSKL	.610	.878
12. EXPSAL	-.001	.036
13. TURNAR	1.331	13.720*
14. JOBEXP	-.984	1.948
15. PERNED	.157	.826
16. NDCOM	.157	.000
Constant	-2.668	

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi Squared	P
.219	.42	.82	38.55	.001

Classification

Actual Group	Predicted Group: (1) Potentially Employable	Predicted Group: (2) Probably Unemployable	
(1) Employed (Full-time, part-time)	28 (correct)	16 (false negatives)	Percent correctly classified 70.73%
(2) Unemployed	44 (false positives)	117 (correct)	

*P < .05

employable from probably unemployable could be explored with further analyses.

Since a 16 variable measure would be too cumbersome to use in the field to perform calculations for predictions, four variables were selected on the basis of a) the strength of correlation with the criterion, b) the least amount of inference (i.e., requiring the recording of only factual information), and c) the absence of implications regarding race or ethnic groups. Using these criteria, four variables were selected: 1) the amount of AFDC grant at registration (AFDCRG); 2) the total amount of time on food stamps since age 16 expressed in months (TMFS); 3) total time on AFDC since age 16 expressed in months (TMAFDC), and the ratio of the time in the last job to the time in the last job plus the time unemployed since the last job (TURNAR). A discriminant function analysis was then conducted using only these four variables. The results of the analysis revealed that a significant discriminant function was obtained with a 68.57% percent correct classification index. The results are presented in Table 9 on the next page.

However, even though the discriminant function is statistically significant, the degree of practical significance is questionnable. The percentage of correct classifications (reliability) would appear to be rather low for practical use with individuals, especially in the Naples District in which only 50 and 59% of the clients of the respective cohorts would have been correctly classified. Finally, and perhaps the most important reason for questioning the use of the above equation for the development of a screening device is that the 60 day time interval seems to be far too short for the service interventions to have taken effect, in light of the

Table 9

A Four Variable Prediction Equation for Employment at 60 days after registration (EMPL60) as criterion measure using First and Second Cohorts (n=210)

Variable	Unstandardized Canonical Discriminant Function Coefficient	F
1. TMFS	.020	9.38*
2. TMAFDC	-.008	7.86*
3. AFDCRG	.009	16.11*
4. TURNAR	-1.463	10.16*
Constant	-1.309	

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi Squared	P
.1182	.32	.89	23.02	.0001

Classification

Actual Group	Predicted Group: (1) Potentially Employable	Predicted Group: (2) Probably Unemployable	
(1) Employed (Full-time, part-time)	29 (correct)	18 (false negatives)	Percent correctly classified 68.57%
(2) Unemployed	48 (false positives)	115 (correct)	

Correct Classifications by PAPA and by Cohort

	First Cohort	Second Cohort
BTS	77% (n=31)	88% (n=25)
Naples	50% (n=28)	59% (n=22)
Miami	75% (n=39)	68% (n=65)

*P < .05

increase in the strength of the NCOM variable (needs completed) from 60 days to 180 days. Therefore, because of the limited operational significance of the function and because of the validity of the criterion measure, the above analysis is not recommended for the development of a client screening/selection measure for use in the field.

A discriminant function analysis with all 16 predictor variables was also conducted using the employment status 180 days after registration (EMPL180) as the criterion measure with the first cohort (n = 92). Given the time parameters of the project, a cross validation could not be conducted with the 180 day criterion. Nevertheless, the results of the discriminant analysis revealed there were seven significant discriminating variables; 1) the amount of Food Stamp allotment at registration (FSREG); The amount of AFDC grant at registration (AFDCRG); time on Food Stamps since age 16 (TMFS); time on AFDC since age 16 (TMAFDC); culture membership (CULT); turnaround time (TURNAR); and the ratio of needs completed over total needs (NDCOM). The discriminant function was also significant (X^2 = 38.41, Df = 16, P < .001). The results are presented in Table 10 on the next page.

A sixteen variable prediction equation would most likely have little utility in the field and the use of insignificant predictor variables could not be defended psychometrically. Therefore, the following four variables were selected from the previous discriminant and regression analyses using the same criteria as discussed in the previous analysis: 1) time on Food Stamps (TMFS); the amount of time on AFDC (TMAFDC); 3) the amound of AFDC allotment at registration (AFDCRG); and 4) turnaround time (TURNAR). The variable CULT, relating to cultural background was dropped because it may

Table 10

Summary of discriminant analysis of using predictor variable with Employment Status at 180 days (EMPL180) as criterion measure with First Cohort (n=92)

Variable	Unstandardized Canonical Discriminant Function Coefficient	F
1. BENWOR	-.000	.00
2. FSREG	.001	4.80*
3. AFDCRG	.009	10.50*
4. MEDLOT	-.008	2.72
5. TMFS	.029	9.86*
6. TMAFDC	-.016	6.90*
7. CULT	-.667	4.05*
8. EDUATT	-.001	.03
9. GRADE	-.045	2.83
10. EDNED	-.355	.73
11. JOBSKL	-.280	1.67
12. EXPSAL	.004	.68
13. TURNAR	-1.480	7.09*
14. JOBEXP	1.201	2.38
15. PERNED	.121	.11
16. NDCOM	-1.537	4.57*
Constant	-3.478	

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi Squared	P
.598	.61	.63	38.41	.001

Classification

Actual Group	Predicted Group: (1) Potentially Employable	Predicted Group: (2) Probably Unemployable	
(1) Employed (Full-time, part-time)	25 (correct)	9 (false negatives)	Percent correctly classified 77.17%
(2) Unemployed	12 (false positives)	46 (correct)	

*p < .05

discriminate against disadvantaged groups regarding equal access to public employability services and thus be challenged on the legal basis of Adverse Impact. The needs completed variable (NDCOM) was also dropped since this is a process variable, pertaining to progress made toward removing constraints in the PAPA programs during the first 60 days. Only input variables can be used for diagnostic/prescriptive decisions at intake. The results of the discriminant funciton analysis using the four-variable predictor equation are presented in Table 11 on page on the next page.

The results of the analysis revealed that the four variable discriminate function could not have occurred due to chance factors alone ($P < .0003$). The canonical correlation ($R=.46$) indicates that a fair amount of variance (21%) could be accounted for in relating the discriminate variables to classification in groups. The four variables use raw data that can readily be obtained through interviews with clients in which the amount of client and caseworker inference is low. There may be a potential for memory distortion through having clients recall the total number of months they have received Food Stamps and AFDC grants since age 16 as well as how many months they had worked on their previous job. Nevertheless, the caseworkers assigned to collect these kinds of data for the present study did not appear to have much difficulty in obtaining such information. Therefore, our conclusion is that an instrument can be developed, with practical utility, to distinguish the potentially employable from the probably unemployable using the four variables: time on Food Stamps (TMFS); time on AFDC (TMAFDC); the amount of AFDC grant at registration (AFDCRG); and the ratio of time in last job divided by time in last job plus time since unemployed (TURNAR).

Table 11

A Four Variable Prediction Equation For Employment Status at 180 days after registration (EMPL180) as criterion measure

Variable	Unstandardized Canonical Discriminant Function Coefficient	F
1. TMFS	.034	9.86*
2. TURNAR	-1.338	7.09*
3. TMAFDC	-.014	6.90*
4. AFDCRG	.009	10.50*
Constant	-1.675	

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi Squared	P
.276	.46	.78	21.42	.0003

Classification

Actual Group	Predicted Group: (1) Potentially Employable	Predicted Group: (2) Probably Unemployable	
(1) Employed (Full-time, part-time)	25 (correct)	9 (false negatives)	Percent correctly classified 72.83%
(2) Unemployed	16 (false positives)	42 (correct)	

*P < .05

A final note is that the four variables identified above are "survivors" from the major constructs contributing to employment. namely Life Style (TMFS, TMAFDC), Motivation (AFDCRG) and Job Readiness (TURNAR). The single most potential variable in predicting employment is TURNAR which is considered to be an indicator of employment stability. Elements of educational history such as degrees, credentials or grades do not appear to be an important factor in predicting future employment for this population.

Objective II:

Determine the Reliability with which Predictions of Employability Can Be Made

There are two predominant issues in establishing the reliability of a measure, the stability of a score over time and the internal consistency of the measure. Stability is typically assessed through test-retest methods while internal consistency is assessed through the use of various formulae estimates or through split-half methods. Given the data obtained in the present project, the establishing of stability of prediciton across groups was not possible since the relationship between predictor variables and employment at 60 days was too weak to perform cross validations. Thus we were left with only one data set (n=92) with 180 day data with which to develop predictions. Therefore we were limited to the deriving of indicies of internal consistency as reliability estimates only.

The prediction classificatons are based on the four variable discriminate function presented in Table 11 on page 56 using the variables TMFS, TMAFDC, AFDGRG, and TURNAR. It was highly probable that the function consisting of these four variables occurred beyond chance factors along ($P < .0003$). The canonical correlation ($R = .46$) and Wilks Lambda (.78) can be interpreted as modest as indices of the accuracy with which the four variables are able to classify subjects. The classification results using the entire population of subjects on whom 180 data are available were that 72.83% of the 92 subjects were correctly classified using the function to base prediction on its own data set. There were 16 (17%) false positives, those who were predicted to be employed but were not, and 9 (10%) false negatives, those who were predicted to be unemployed but were not. Thus

the major classification error appears to lie in the accuracy of predicting employment rather than unemployment. This would mean, assuming these results are stable across populations, that there is a higher probability of investing resources in individuals who are probably unemployable than in denying resources to individuals who are potentially employable. From a humanistic perspective, it would better to err in the false positive direction than in the reverse. There would be humanistically unfortunate decisions made on 10% of the population.

While such results appear encouraging, one additional analysis should be made to take into account that 50% of classifications would be randomly correct. In other words, if caseworkers assigned clients as they come in the door to one of the two groups at random, they would be correct 50% of the time. A proportional reduction in error statistic is Tau as described in Klecka (1980) which can be described as follows:

$$tau = \frac{n_c - p.n.}{n. - p.n.}$$

where n_c = correct classification

n. = total population

p.n. = number of cases assigned on the basis of random assignment

$$tau = \frac{67 - 46}{92 - 46}$$

$$= .456$$

Tau was calculated to be .46 which means that classification error based on the four discriminating variables results in 46% fewer errors than would be made by random assignment (i.e., 67 were correctly classified when 46 would be classified correctly by chance).

A final analysis was performed to demonstrate how well the predictions are made by PAPA program. The percentage of correct classifications by program are presented in Table 12 on the next page along with the number of those who would be classified as potentially employable and probably unemployable in contrast to actual placements. The results reveal that the predictions appear to be very effective for the Naples population, and somewhat less for Brooksville, Sumterville, Tavares and even less so for Miami. It might be interesting to view the results from the perspective that Miami expended resources on 21 of 30 who would be predicted to be "probably unemployable", and Brooksville et al. tried to assist 21 of 33 who would have been classified as "probably unemployable". Thus the merit of such an instrument derived from the discriminating variables may be in helping to identify those who are unlikely to profit from services offered by the PAPA programs.

From these analysis, the following recommendations are made:

1. Establish the stability of the predictions of employability at 180 days after registration on the 121 subjects of the second cohort.

2. In addition to 180 day predictions, formulate predictions based on one year after registration. With a larger percentage of the population securing work, the reliability of predictions may well be improved. Such an index would also take into account benefits from longer term interventions that result in skill-building or self-concept development.

Table 12

Correct Classifications by PAPA Program

Programs	Correct Classifications	Potentially Employable		Probably Unemployable	
		Predicted	Actual	Predicted	Actual
B-T-S (n=33)	73%	12	9	21	24
Naples (n=27)	85%	20	21	7	6
Miami (n=30)	67%	9	3	21	27

Objective III:

Develop Users Manual to Use the AFDC Employability Prediction Form

In order to provide casemanagers with a means for determining whether a client is either potentially employable or probably unemployable, a discriminant function analysis (Kleka, 1975) was conducted to derive a prediction formula using client background variables. The research methodology for deriving the formula was presented in Objective I while a discussion of its reliability was presented in Objective II. The analyses revealed that a mathematical formula, predicting to employment status at 180 days after registration, possessed sufficient internal consistency to explore its potential use in the field. Even though the formula yields an employability index (EI), it must be used with caution since the stability of the function (algebra equation) is yet not known, i.e. its ability to make accurate predictions on new data sets. Nevertheless, the following procedures could be used if caseworkers or payments workers wish to explore the potential use of the formula. Please remember, the employability index (EI) derived from these procedures is a coefficient to improve upon or augment existing employability indicators. It is NOT intended as a replacement for on-going assessment procedures.

The Employability Index. The algebraic formula for the classification of individuals in terms of potentially unemployable or probably unemployable is a follows:

$$EI = AFDCRG(.009) + TMFS(.034) - TMAFDC(.014) - TURNAR(1.338) - 1.675 \quad (1)$$

where:

EI = Employability Index is a score on a unidimension scale of employability from -3 (a very high probability of employment) to +3 (very low probability of employment);

AFDCRG = Amount of AFDC grant for which an individual is eligible for at registration;

TMFS = Total amount of time a client has received food stamps since age 16, expressed in months;

TMAFDC = Total amount of time an individual has received AFDC grant since age 16, expressed in months;

TURNAR = Ratio of $\frac{\text{months in last job}}{(\text{months last job}) + (\text{months since unemployed})}$

For each variable in the discriminant equation, a numerical weight, called a discriminant coefficient (D.C.), was derived to optimize the correct classification of individuals in terms of potentially employable or probably unemployable (See Table 11 on page 56). Each score on the four variables is multiplied by its discriminant coefficient (D.C.). These products are then added (or subtracted depending on whether there is a plus or minus sign in front of the coefficient). The constant is then added or subtracted from the products depending on its sign in the formula. These additions and subtractions yield a score called the Employability Index (EI) which is a number on a unidimensional continuum from -3 (very high probability of securing employment after 180 days) to +3 (very low probability of securing employment after 180 days). Employability Indices with values less than 0 would place clients into a potentially employable group while employability indicies with values greater than 0 would place clients into the probably unemployable group. Figure 6 on the next page demonstrates how the distribution of Employability Indices fall on the continum for -3 to +3. The 1's are EI's earned by individuals who were employed after

Symbol	Group	Label
1	1	Potentially employable
2	2	Probably unemployable

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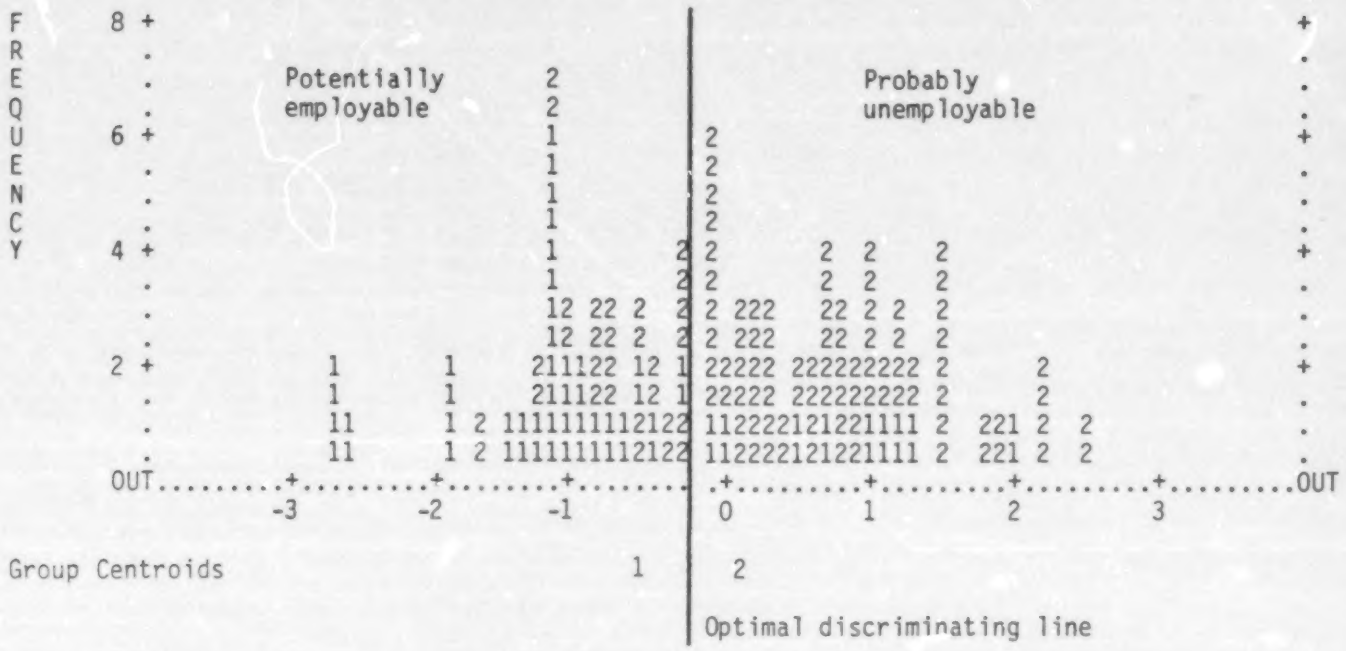
All-GROUPS STACKED HISTOGRAM
--CANONICAL DISCRIMINANT FUNCTION 1--



Classification Results-

Actual Group	No. of Cases	Predicted Group Membership 1	2	Pct. Correctly Classified
Group 1	34	25	9	
		73.5	26.5	
				72.83
Group 2	58	16	42	
		27.6	72.4	

180 days while the 2's represent EI's earned by clients who were unemployed after 180 days in the respective PAPA's. Each individual is represent by 2 numbers placed on top of one another such as $\frac{1}{1}$ or $\frac{2}{2}$.

It must be pointed out that the extreme scores along the continuum are the most accurate predictions, but that drawing distinctions between groups using scores in the midrange would be much less accurate. In actual practice, the recommended strategy would be to interpret the Employability Index as an estimate of the degree to which a client is employable rather than as a dichotomous disrcriminator of the proverbial "sheep vs. goats."

One approach in using the equation might be in instances where the demands for service are greater than the supply. For example, if there are 200 PAPA applicants for 50 openings in a unit's caseload, the 200 applicants can be rank-ordered and the top 50 selected for admission to the program. The presumption here is that PAPA's are limited human resources and should be used by those individuals who would most likely profit from service. This approach could be called a triage or "top down" approach.

An alternative approach might be to assume that all those with high negative employability indices, for example between -2 and -3, would probably secure employment without special public assistance. Therefore, assistance should be given to those individuals who earn -2 and above toward 0 since they are the ones for whom the effort of a casemanager and complementary services might make a difference. The determinination of whether to admit individuals using the "top down" strategy or to admit those in the upper mid-range can be made with the acquisition of additonal observations and the systematic collection of data.

While the internal consistency of the above equation was 61% correct classifications of probably employable and 82% correct classifications of probably unemployable, the ultimate choice of a cut-off point must be based on considerations of potential costs and benefits to the client and to the agency. As cut-off scores are set higher, there is an increased risk of denying service to those who might profit (assuming resources are available). On the other hand, as cut-off scores are set lower, there is an increased risk of providing service to individuals who might not be able to profit from the kinds of services offered by the PAPA's and as a consequence, there would be a waste of public dollars and prestige of service. Therefore if the EI is to be used as a screening criterion, please use it with caution.

The AFDC Employability Prediciton Form is presented in Appendix III which can be used to calculate the Employability Index. The use of a simple hand calculator is recomended to perform the multiplications and additions.

Objective IV:

Evaluate the Effeciveness of the PAPA's for helping Individuals to Secure Employment

At its inception, the present project was viewed primarily as a research study to develop an employability measure and secondarily as an evaluation effort to assess the effectiveness of the PAPA units. However, during the negotiation of the contract, the project staff was asked by the Division of Economic Services to emphasize the evaluation of the respective PAPA programs as well. Thus, in order to evaluate a phenomenon, some criteria had to be formulated on which to make comparisons and base judgements. Prior to the site visits to the respective PAPA's in the June of 1983 the following evaluation standards were established by the research team.

Evaluation Standards for PAPA Programs

- Valid Screening processes. Did the screening processes used to admit clients to the PAPA programs possess sufficient validity so that individuals are identified who have high potential for profiting from the services offered?
- Diagnostic/prescriptive assessment of client service needs. Were client needs assessed and were unit and community resources identified to help clients systemmatically address needs and constraints that hinder employment?
- Case management system. Is there an individual who is responsible for maintaining records and for regularly following a client through the treatment process?
- Effective utilization of community resources. Are the clients using the available resources to remediate client needs?
- Job development and placement system. Are there personnel assigned to identify job opportunities in the community for AFDC clients? Are clients matched with jobs in terms of abilities, interests, and prior job experience?
- Systemmatic outcome evaluation. Are client and employer follow-up procedures conducted?

Standard 1. Screening criteria. As discussed in the description of the respective programs, the caseworkers at all three PAPA's felt a need for assistance in this area. Presently, screening is accomplished primarily through caseworker judgement, or through the use of a "performance test" (or some obstacle) to distinguish motivated from unmotivated clients. Unfortunately, a host of research studies have demonstrated that the accuracy of clinical judgement varies widely in terms of validity and reliability of prediction (Endicott and Spitzer, 1972; Wiens, 1976). The effectiveness of clinical predictions appears to be influenced by the skills of interviewer, the clarity of categories to which one is predicting, and the degree of inference used to make ratings. Presently, 75% of the PAPA clients across all three sites are unemployed 60 days after registration and 67% are unemployed after 180 days. Resources were expended on 54% of their clients who would have been predicted "probably unemployable" after 180 days using the employability index (EI) in Objective III. Perhaps this record can be improved with the use of a valid, objective screening instrument that helps to identify individuals who have little likelihood of profiting from the services offered by the PAPA's.

Recommendation. Our recommendation is that the PAPA programs participating at present, explore the use of the instrument and procedures presented in Objective III of this document on tryout basis. Secondly, be sure to collect follow-up information on both clients admitted to programs and those not admitted to confirm the stability of the predictions. Also, try to keep accurate records of 60 day, 180 day, and 1 year employment status.

An interesting research study might be to have caseworkers, on the basis of existing information, classify whether an applicant is either potentially employable or probably unemployable with existing information and then to compare their classifications with the formula classifications at 60 and 180 days after registration.

Standard 2. Diagnostic/Prescriptive assessment of client needs for service. A successful employability program should sensitively and accurately appraise client needs that impede employment. This can be accomplished through skillful interviewing procedures or through testing. Sometimes skillful assessment can differentiate between the services clients say they would like to have vs. those they should have to address more fundamental employability issues. For example, some perceived barriers or constraints (take for instance transportation) may actually serve as masks or rationalizations for more fundamental problems such as lack of self-confidence in ones ability to perform in a job, fear of being rejected in a job interview, feelings of worthlessness, lack of belief in ones ability to learn or cope with unfamiliar situations, or some other immobilizing attitude. Some individuals in a crisis situation may be able to cope with only temporary support while others may require more intensive and extensive assistance to overcome self-defeating attitudes. Both types of clients with very different abilities for coping with stress may declare transportation as a barrier. A sensitive and skillful interviewer is able to help clients understand their problems and help them obtain necessary and helpful assistance.

Further, caseworker attitudes and beliefs about the welfare client may also influence the assessment of needs. If a caseworker believes the welfare client is beset mainly by self-defeating attitudes, then such services as mental health or vocational counseling would be called for. On the other hand, if a caseworker believes welfare clients are beset mainly by a lack of capabilities then such services as job skill training, education or interview skill training would be called for. As mentioned

previously, the three pilot PAPA's appear to have very different assumptions about the nature of the welfare client and the kinds of services that would be helpful for them. Information about client needs in the PAPAs is presented on Table 13 on the next page for the second (June) cohort. A list of services is provided on the Resource Utilization Survey (See FSU Supplementary Data Form, Appendix II) and a caseworker checks the appropriate services needed by clients on the basis of an intake interview. The number and percentage of clients indicating a need for the respective services (ND) are presented in the Table by PAPA program. The number of clients enrolled (ENROLL) in a service or having completed (COM) a service is also presented.

As indicated earlier, while the programs are quite different with respect to their stated philosophies, the emphasis on certain needs of their respective client populations is strikingly similar. The Naples caseworker views the top five need categories (in descending order of priority): job information, transportation, job skill training, employability skill training and job experience. The Brooksville, Sumterville, Tavares site (District III) sees the priority needs in descending order: job skill training, employability skill training, job information, job experience and vocational counseling. The priority needs for service in Miami (District XI) are in descending order: job information, employability skill training, jobskill training, job experience and vocational counseling. Therefore the programs appear to be similar in terms of the kinds of high priority service needs. Common to all programs, services related to the construct Job Readiness are paramount. In addition to these services, the unique need of the Naples population is transportation while the

Table 13

Number of individuals indicating need for service (ND), presently enrolled in service (Enroll) and completed service (Com) by PAPA Program 60 days after registration: Second Cohort

Service Provided	Naples (n=29)			Sumterville, Brookville, Taveres (n=26)			Miami (n=67)			Total (n=122)		
	ND	Enroll	Com	ND	Enroll	Com	ND	Enroll	Com	ND	Enroll	Com
1. Job Skill Training	19(65%)	1	0	26(100%)	5	0	8(1%)	0	1	52(43%)	6	1
2. Employability Skill Training	15(55%)	0	9	26(100%)	4	0	13(19%)	5	1	51(44%)	9	10
3. Job Experience	15(51%)	2	0	20(77%)	1	0	10(10%)	1	0	44(36%)	4	0
4. Adult Education	10(34%)	0	0	5(19%)	0	0	1(1%)	0	0	14(11%)	0	0
5. Vocational Counseling	10(34%)	2	1	20(77%)	1	7	2(3%)	1	0	31(25%)	4	2
6. GED preparation	13(45%)	5	0	3(12%)	0	0	6(9%)	0	0	21(17%)	5	0
7. Mental Health Counseling	1(3%)	1	0	4(15%)	0	0	0(0%)	0	0	5(4%)	1	0
8. Physical Disabilities Compensation	0	0	0	1(4%)	0	0	0(0%)	0	0	1(.8%)	0	0
9. Job Information	25(86%)	8	14	23(88%)	0	11	52(78%)	37	2	99(81%)	44	27
10. Children/Daycare Services	9(28%)	0	1	9(35%)	0	0	2(3%)	0	0	19(16%)	0	1
11. Children/Funds	10(34%)	0	1	5(19%)	0	0	0(0%)	0	0	14(11%)	0	1

Table 13 continued

Service Provided	Naples (n=29)			Sumterville, Brookville, Taveres (n=26)			Miami (n=67)			Total (n=122)		
	ND	Enroll	Com	ND	Enroll	Com	ND	Enroll	Com	ND	Enroll	Com
12. Transportation	20(69%)	0	0	3(4%)	0	0	31(25%)	0	0	31(25%)	0	0
13. Transportaiton Funds	0(0%)	0	0	0(0%)	0	0	7(10%)	0	0	7(6%)	0	0
14. Language Assistance	1(3%)	0	0	0(0%)	0	0	0(0%)	0	0	1(.8%)	0	0
15. Children/Health Services	2(7%)	1	0	1(4%)	0	0	0(0%)	0	0	3(2%)	1	0
16. Medical Services	2(7%)	1	0	2(8%)	1	0	0(0%)	0	0	4(3%)	2	0
17. Public Housing	0(0%)	0	0	2(8%)	0	0	2(3%)	0	0	4(3%)	0	0
18. Other	0(0%)	0	0	0(0%)	0	0	0(0%)	0	0	0(0%)	0	0
19. Other	0(0%)	0	0	0(0%)	0	0	0(0%)	0	0	0(0%)	0	0
20. Other	0(0%)	0	0	0(0%)	0	0	0(0%)	0	0	0(0%)	0	0
	141	21	26	103	12	18	106	44	4	401	76	42
Needs per client	5.59			5.30			1.62			3.36		
Resource Utilization[a]	.33			.29			.45			.29		
Service Utilization[b]	1.6			1.1			.71			.96		

a) RU = Needs Enrolled + Needs Completed/Total Needs

b) SU = Needs enrolled + Needs Completed/Clients

Brooksville, Sumterville, Tavares (B-T-S) and Miami programs both perceive vocational counseling as a unique priority service need.

There is a difference however in the average number of needs recorded (or perceived) among the programs. Naples records 5.59 needs per client, B-T-S 5.30 needs per client, and Miami 1.62 needs per client. These differences lie either in the nature of the respective client populations, the ways in which needs are perceived by the caseworkers, or in the relative degrees of care in which the forms were completed. According to the information portrayed in Table 13 on pages 71 and 72, the Miami population had the highest indices of unemployment chronocity indicators but yet the fewest number of identified needs per client. It could be that either this population may not be as "job ready" as caseworkers believe or these are simply unmotivated clients who possess few constraints or needs. We believe the process of completing the Resource Utilization Form (Yellow Version) with the client might well provide an extremely beneficial interview structure for helping the client to consider alternatives for coping with an unemployability problem.

Recommendations.

1. The reason for the apparent low number of recorded needs per client in the Miami program should be investigated in light of chronicity indicators. It could be that these are simply job ready but unmotivated individuals. However we wonder whether the caseworkers are helping the clients to "get in touch" with the complexities of their employability problems. If it is a problem in assessment skills, then in-service training workshops might be in order. If the anomaly lies in lack of care in completing forms, this could signal morale problems or supervision problems in the unit for which other kinds of organizational development interventions might be appropriate.

2. The kinds of priority needs identified by the B-T-S (District III) caseworkers appears to be inconsistent with the philosophy espoused by William Lange, the District Supervisor. The case workers see needs for services which enable individuals to become more job ready while the philosophy is one of espousing insight, reflection and self-concept development. This incongruency could result in an unproductive or inefficient use of service resources.

3. The use of the new Resource Utilization form is recommended over the present chart appearing on the ES4132 form. It provides a more detailed list of service options which might be useful for both client needs appraisal and for research and evaluation.

Standard 3. Case Management System. All PAPA's eventually identify one individual who takes control of a client's record. The job of the Naples (District VIII) caseworker differs from the B-T-S (District III) and Miami (District XI) caseworkers in that in Naples, Ms. Baltakis does not take primary responsibility for the payments function while the casemanagers of the District III and District XI sites retain the payments function. Being freed of the payments, Ms. Baltakis does not have the amount of paper load as casemanagers at the other PAPAS and thus she is able to devote more time to job development and placement. This is perhaps an important distinction from the clients perspective as well. We speculate that if the welfare client perceives the principal helping agent as chiefly a needs assessor and payments giver, the client also may view the PAPA process almost exclusively from these perspectives which may ultimately lead to inaction and lack of follow-through. On the other hand, if the major helping person assesses needs and becomes an active agent in the job development and placement processes, a very different perspective of the helping relationship may emerge. Payments now becomes secondary to the primary goal of obtaining employment. From our observations we conclude that a caseworker can effectively perform only two of three primary

treatment functions: 1) assessment, 2) payments and 3) job development and placement given a load of 60-75 active clients. Therefore, the following actions is recommended:

Recommendation: Have the PAPA casemanagers perform assessment job development and placement functions and delegate the payments function to full-time payments workers. Payments workers can require a highschool diploma or AA or AS degree. The Employability counselor on the other hand requires more sophisticated skills which may warrant a BS in social work, an MS in career conseling with a business background, or a vocational rehabilitation background. The salaries for the PAPA casemanagers would be higher, but the net benefit would be greater (as will be seen in the discussion pertaining to Objective V, Costs and Benefits). The Employment counselor still maintains control over the case record and is the primary client contact person and helping agent.

Standard 4. Resource Utilization. In addition to tne identification of service needs, it is also important that clients avail themselves of unit and community human service resources to remediate the needs. The significant relationship between the ratio of needs completed/total needs with EMPL180 (r=.23) speaks to the importance of successfully addressing client needs.

An important program process indicator might be the Resource Utilization Index as presented in the bottom Table 13, page 71. The Resource Utilization index is derived by adding the number of clients enrolled (ENROLL) in the respective services plus the number completing (COM) the service after 60 days in the program and dividing the sum by the number of total needs identified for the particular cohort. Enrolled and Completed services are mutually exclusive categories--a client cannot be member of both at the same time. The Resource Utilization Index is actually percentage of the diagnosed needs in which clients are currently receiving assistance or have completed assistance programs. The Resource Utilization Indicies for the second cohort (N=121) were as follows: Naples,

.33; B-T-S, .29; and Miami, .45. The meaning of this ratio must be interpreted in light of the number of needs identified per client. Naples and B-T-S were similar in this regard, 5.59 and 5.30 respectively while Miami was 1.62. Our conclusion from these data is that the ratios appear to be somewhat low in all three cases. These indicies suggest that less than half of the client needs (33%, 29% and 45% respectively) are being attended. Thus either the services are not available in the respective communities, or that the clients are not executing their treatment plans with great zeal, or that clients are able to only work on one or two needs at a time.

A second process index is the Service Utilization Index (see Table 13 on page 71. This index is derived from adding the number of needs enrolled (ENROLL) and the number of needs completed (COM) after 60 days the PAPAs and dividing the sum by the number of clients in the cohort. Basically, this is a ratio of the number of needs attended to per client. The Service Utilization ratios are: Naples 1.6, B-T-S 1.1, and Miami .71. Thus the Naples clients are the most active clients followed by B-T-S and Miami respectively. The Naples clients are more than twice as active in addressing their needs as the Miami clients. One does not know at this point whether differences among the programs are owed to the philosophy of the program toward identifying and responding to client needs, motivation level of clients, the availability of service resources or the effectiveness of the respective caseworker/client relationships. Perhaps all possibilities are operating simultaneously.

We conclude from these indices that the Naples PAPA program is the most effective of the three in terms of assessing needs and enabling or

encouraging its client population to address them, followed by the B-T-S and by Miami programs respectively. Further, we conlcude there is room for growth in all programs pertaining to these process indicators as well.

Recommendations

1. Some needs have a very poor "show rate" and completion rate such as job skill training, employability skill training, vocational counseling. Each program should try to ascertain why this is the case and to explore how it might be improved.

2. Try to analyze the nature of the treatment plans for the clients. Do the clients understand their needs and why participating in selected human service programs might be beneficial? Are the plans mutually agreed upon? Are the treatment plans attainable and provide for initial reinforcement and encouragement? Are the plans made concrete as opposed to being vague and suggestive?

3. The caseworkers at each site should investigate the quality of services provided by other community vendors. Sometimes they can be bummers for clients.

4. Try to offer some of the services within the unit. This will help the client to increase participation and involvement in the unit's efforts as well as to provide an opportunity for casemanagers to get to know their clients. The establishing of a Job Clubs might be an example (Azrin, 1981).

Standard 5. Job development and placement system. The job development and placement function of the PAPA's is the critical element of the program that distinguishes is from other kinds of welfare payments programs. If a lesson has been learned from the CETA programs, it is that welfare recipients will participate in human development programs if they perceive tangible evidence of a pay-off. Thus client motivation to participate in the treatment processes of the PAPA may well be influenced by the extent to which they trust there will be job openings for which they can effectively compete given their abilities, interests and work histories. The job development function may well be the "key" to client motivation in the program.

The ways in which the job development and placement functions are managed at the respective sites are quite different. The payments workers in District III sites (B-T-S) are assigned to devote part of their time to job placement. The job development is performed by a volunteer community task force coordinated under the aegis of District General Service Supervisor. The linkage between the job development functions of the Task Force and the placement functions of the caseworker did not seem apparent. The job development and placement function at the District VIII (Naples) site is managed exclusively by the PAPA casemanager. The casemanager maintains a current list of job openings in the community and matches the requirements of the job openings with the qualifications of the clients in the active file. The Miami PAPA program employs several job development and placement specialists to seek out job openings and to explain tax benefits accrued to prospective employers for hiring AFDC recipients.

Our impression is that there must be effective coordination among the functions of needs assessment, helping clients remediate needs, and job development. The requisite degree of coordination is attained only in District VIII (all of these functions are performed by the same individual), Naples. Seemingly, if there are communication breakdowns among any of these functions, the effectiveness of the PAPA program would be curtailed appreciably. Further, the job development and placement function require different sets of job competencies (i.e., abilities and attitudes) than the payments or assessment functions. Our observations from site visit interviews result in the following recommendations.

Recommendations

1. As stated previously, separate employment functions (assessment, job development, and placement) from payments functions. Hire individuals who have the requisite competencies to perform these very different roles. Job development, particularly, requires strong communications skills--someone who can relate to the business community.

2. If assessment, job development and placement are performed by different individuals for a given client, make certain there is coordination among these functions. Do clients understand who does what and when?

3. As stated previously, link the casemanager into the job development and placement function. It would be reinforcing for both the client and caseworker to see a client placed in a job and succeed. Further, this policy would help to instill a sense of "ownership" and responsibility for the caseworker knowing that the client is his/hers until the client is placed and that the caseworker managed and participated in the entire process.

Standard 6. Systemmatic outcome evaluation. Our primary source of information pertaining to this standard was how well the projects data requirements were met. All three programs appeared to perform adquately here in spite of the fact that the gathering of our data was clearly an additional paper work assignment for the casemanagers. Complete follow-up data 180 days after registration were obtained from 92 of 98 subjects of the first cohort. There were 4 missing cases from District III (B-T-S), one from District III (Naples) and one from District XI (Miami).

An analysis that can be used to monitor program outcome effectiveness is the comparison of mean employment rates across cohort groups at 60 days, 180 days and one year after registration. Data from both the November and June cohorts were obtained for employment status 60 days after registration (EMPL60), but data for employment at 180 days (EMPL180) was obtained only for the November cohort. An analysis of covariance statistic is used partial out (i.e., statistically equate) differences among the groups in terms of variables that are significantly related to employability (TMFS, TMAFDC,

AFDCRG, and TURNAR). When comparing employment rates across the three PAPA programs, an assumption was made that local job opportunities are the same across the sites. The assumption was not able to be adquately tested due to both theoretical and practical considerations. The covariance analysis can be used to assess both program outcome performance across sites and within sites across time by comparing the adjusted means between and among groups. Adjusted means are the average employment rate each program would have been expected to attain if all clients had the same critical employment characteristics.

The results of the covariance analysis are presented in Table 14 on the next page. There were significant differences ($p<.05$) among the programs for the November cohort (n=98) at both 60 days and 180 days after registration while holding employability factors constant. The Naples program was the outstanding program for this cohort. However, the differences among the programs with respect to employment at 60 days were not significant in the June cohort. These results could be attributed to the improvement of the Miami program such that by June, all three means could have been members of the same population of means, while in the previous cohort, Naples employment rate was clearly different from the other two. If one compares the adjusted means (means corrected for differences among clients in employability variables) the Miami program moved from 3rd to 2nd in terms of outcome performance at 60 days after registration. The B-T-S program, in terms of adjusted means at 60 days after registration, improved slightly while the Naples program dropped back slightly.

Table 14

Analysis of Covariance comparing mean employment rates[a] among the PAPAs 60 and 180 days after registration

Cohort groups		District III B-T-S	District VIII Naples	District XI Miami	F
First Cohort: November 1982					
EMPL60	observed	2.87	2.07	2.94	16.23***
	adjusted	2.85	2.06	2.98	
		(n=39)	(n=28)	(n=31)	
EMPL180	observed	2.54	1.59	2.87	17.81***
	adjusted	2.51	1.61	2.89	
		(n=35)	(n=27)	(n=30)	
Second Cohort: June 1983					
EMPL60	observed	2.84	2.18	2.63	1.88
	adjusted	2.77	2.38	2.54	
		(n=25)	(n=22)	(n=32)[c]	

* $p<.05$
** $p<.01$
*** $p<.001$

a) Employment rate: 1 = full time, 2 = part-time, 3 = unemployed

b) Covariates TMFS, TMAFDC, AFDCRG, TURNAR

c) The number of subjects in the second Miami cohort was reduced in half so that this program's performance would not overly influence the comparison among groups in the ANCOVA statistic.

Evaluation summary

On the basis of interview[illegible]nd the data analysis, the project staff arrived at the following conclusions and recommendations for each site.

Brooksville, Sumterville, Taveras (District III). The major strength of this program lies in the diagnosis of client needs as indicated in the Resource Utilization Survey. We felt the caseworkers were able to identify client needs that, if ameliorated, would lead to a high employment rate. This strength, however, was overridden by inadequacies in the following areas: screening procedures, case management procedures, use of in-house and a community resources, job development efforts, and follow-up evaluation procedures. Therefore the following specific recommendations are made:

1. Explore the use of the AFDC Employability Prediction Form presented in Objective III of this document to improve client screening processes. Resources are invested in 64% of the clients who would be predicted to be Probably Unemployable.

2. Try to strengthen the link between client needs and services to address them by either developing low cost in-house programs or stronger ties with community resources (if possible). Only 29% of diagnosed client needs are being addressed.

3. The case management system could demonstrate greater control and follow through from entry to job placement to follow-up. There appeared to be almost no coordination between the caseworker and job development functions.

4. Separate payments function from employment assistance functions and employ personnel with the appropriate training and educational background to manage these independently.

5. Reformulate the job development operation by either making the Community Task Force more effective or by reconceptualizing and reconstituting the entire function.

6. Strengthen the follow-up procedures with clients and employers to identify ways in which the PAPA program could be made more effective from both points of view.

Naples (District VIII). The Naples PAPA program is perhaps the strongest program overall in terms of both process and outcome criteria. If there is an area that could be improved it could be the screening of clients for the PAPA. Twenty six percent (26%) of those admitted to the program in the first cohort would have been classified as probably unemployable. Therefore we would recommend the following:

1. Explore the utility of the AFDC Employability Prediction Form presented in Objective III for setting priorities for those who can likely benefit from the program.

Miami (District XI). The project staff felt the major strength of the Miami program was in the incipient job development efforts. The positive changes in employment rates between the June and November cohort groups after 60 days perhaps reflects growth in this area coupled with somewhat more stringent screening criteria. These improvements appear to be overshadowed by other areas of the program that may require improvement. The following recommendations are made:

1. Explore the use of the AFDC Employability Prediction Form presented in Objective III. The PAPA casemanagers are working with a clientelle of whom 70% would be classified as Probably Unemployable.

2. Challenge the assumption that the clientelle now being served is "job-ready". According to our data, they are the least job ready of the three programs. The implication is that the clients may have many more needs that require remediation than are now being perceived and identified.

3. There could be better communication between the caseworkers and the job developers. The caseworker, job developer and client could be viewed from more of a systems perspective than in terms of a linear or assembly-line perspective in which the caseworker's clients are passed along to the job developer.

4. There could be better follow-up procedures implemented. Both clients and employers could ascertain ways in which the program might be improved.

5. The relationship with other community human service providers could be strenghtened. In particular, the crediting issue with the WIN program should be addressed to improve moraie of the PAPA caseworkers. Proper crediting would encourage greater effort in the employment assistance aspect of their work assignments.

Objective V:

Conduct Preliminary Cost and Benefits Analysis of PAPA Programs

The project staff was asked by Mr. James Clark of the Division of Economic Services, HRS, to attempt to include, in the evaluation of programs, cost and benefit considerations so that management decisions could be made regarding the allocation of resources for such services. While this aspect of the evaluation was not included in the objectives of the RFP, the staff nevertheless agreed to at least explore cost considerations. From this exploration, issues and problems could be raised so that future research of the Division would be enhanced.

The strategy of the research team hoped to employ was to compare social costs in terms of grants and services invested in clients at registration, 60 days after registration and at 180 days after registration, against wages earned by the subjects at these three time periods. Information regarding the issuing of AFDC, food stamps and medicaid grants could be obtained as well as wages earned at registration and 60 days later. However, the deriving of unit costs for services rendered was unsuccessful. The coefficient we hoped to derive for each site at the respective juncture points (registration, 60 days, 180 days) could be expressed as follows:

$$\text{Net social cost per client} = \text{Wages earned} - (\text{AFDC} + \text{Food Stamps} + \text{Medicaid} + \text{Human Service})$$

Scores above 0.0 would indicate a net social benefit while scores below 0.0 would indicate a net social cost. However, the difficulties the staff had in attempting to ascertain unit costs for services were so severe that the

continued pursuit of this investigation during the remainder of the project was considered fruitless. In attempting to derive a near full-cost model, not only would direct and indirect costs for PAPA services be required, but those of contributing agencies as well.

Nevertheless, the above coefficient was derived without the service utilization factor for each site at Registration and 60 days. This procedure is, however, subject to bias since the utilization of different kinds of services across the sites could vary considerably. For example, both Miami and B-T-S sites use educational and job skill training as referral sources much more than Naples which in turn utilizes job interview training. The cost implications regarding the utilization of different resources could be considerable. Seemingly, the costs for education and job skill training exceed the cost for developing job interviewing skills. Further, the respective service utilization rates are different across the sites. The Naples subjects in the June cohort used 1.6 serivces per client while Brooksville-Taveras-Sumterville used 1.1 services per client and Miami subject used .71 services per client (See Table 13). Therefore comparisons across the sites regarding cost-benefit considerations on the basis incomplete or unreliable service data may be quite spurious.

Cost information regarding grant allocations and wages earned by site is presented in the Table on the next page. A chart (Figure 7) depicting the change in Net Social Cost per client by site between registration, 60 days and 180 is presented in Table 15 on the next page. The subject pool in Naples again demonstrated remarkable change toward becoming more effective contributors to society, especially over the first 60 days. This effect also appears to be highly influenced by the nature of the service

Table 15
Grants and wages per month of AFDC recipients per client: Registration, 60 days and 180 days

Time		District III B-T-S First Cohort	District III B-T-S Second Cohort	District VIII Naples First Cohort	District VIII Naples Second Cohort	District XI Miami First Cohort	District XI Miami Second Cohort
At Registration	AFDC	$ 198	188	$ 183	114	$ 204	209
	Food Stamps	143	107	144			
	Medicaid	123	114	116	102	118	124
	Subtotal	$ 456	$ 409	$ 443	$ 348	$ 515	$ 447
	Wages per client	$ 0	$ 11	$ 13	$ 36	$ 6	$ 0
	Net Social Benefit[a] per client	($-456)	($-390)	($-430)	($-312)	($-500)	($-447)
60 Days	AFDC	$ 178	178	$ 128	98	$ 202	185
	Food Stamps	140	100	136	92	189	119
	Medicaid	123	114	116	102	118	124
	Subtotal	$ 441	$ 392	$ 380	$ 292	$ 509	$ 428
	Wages per client	$ 41	$ 41	$ 344	$ 289	$ 14	$ 63
	Net Social Benefit[a] per client	($-400)	($-351)	($-36)	($-3)	($-495)	($-365)
180 Days	AFDC	$ 161		$ 97		$ 197	
	Food Stamps	127		71		48	
	Medicaid	46		64		44	
	Subtotal	$ 334		$ 232		$ 289	
	Wages per client	$ 105		$ 437		$ 34	
	Net Social Benefit[a] per client	($-129)		$ 205		($-255)	

(a) Excludes service delivery costs

program (See discussion pertaining to objective 4.) The degree of change over the first 60 days in the Miami and B-T-S populations is much less. The slopes of the lines between 60 and 180 days appear to be nearly parallel suggesting similar social progress among the programs after the initial 60 day start-up period. There are obvious cost implications pertaining to the efficiency of the Naples program in helping individuals to rapidly return to the labor force.

With such an analysis, even though the absolute values are questionnable, in terms of social cost vs. wages, the slope of the lines, when making comparisons across sites, may be an indicator of program effectiveness in light of other data. The continued follow-up through one year after registration would be recommended.

The wages minus grants criterion may also serve as an additional outcome criterion with which to evaluate programmatic outcomes. One can note from Figure 7 that through more effective screening mechanisms and through the improvement of the job development aspect of the Miami program, wages minus benefits has improved to a point where it is similar to the B-T-S programs in District III. There has been virtually no change in the B-T-S program according to this criterion. The second cohort in Naples program performed similarly to the first cohort at 60 days following registration while the second cohort seemed to start the program in better position relative to the wages minus benefits criterion. We would recommend that it would be highly desirable to follow these six cohorts through 180 days and one year after registration in terms of the wages minus grants criterion.

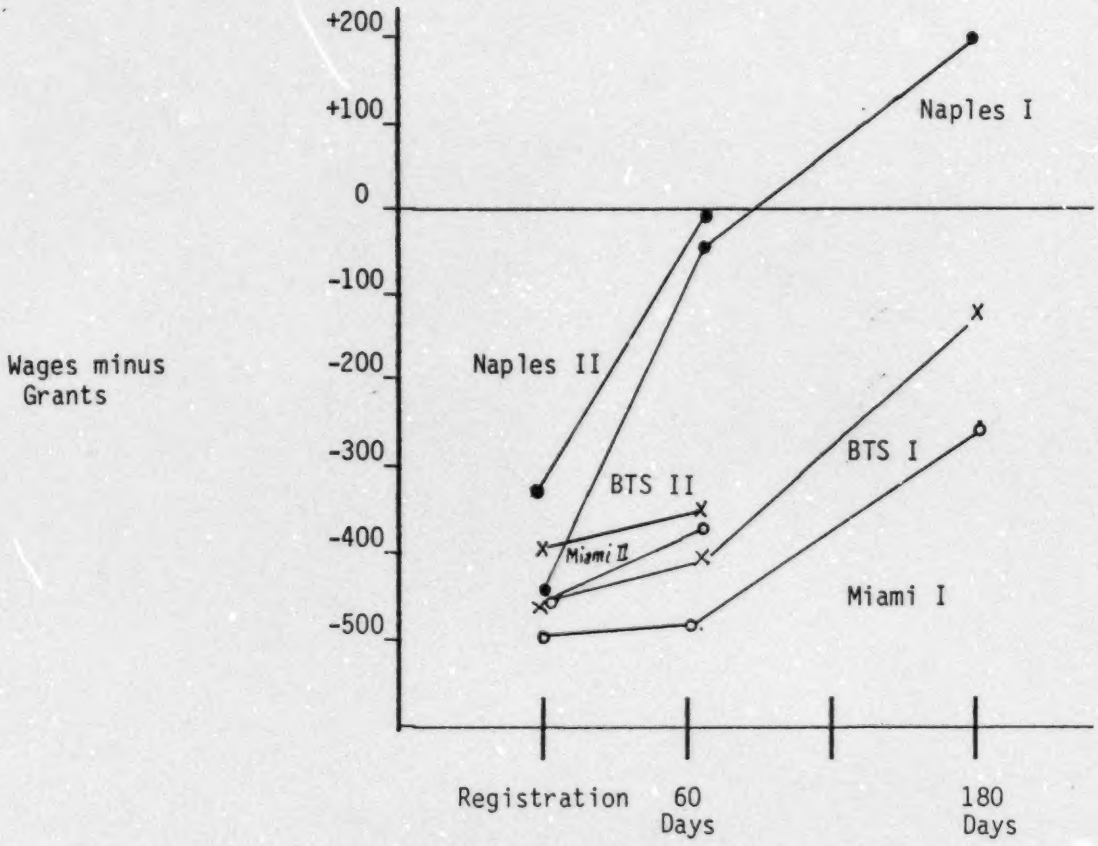


Figure 7. Net social benefit per client among PAPA programs at registration, 60 days, 180 days after registration (excluding service delivery costs)

I = first cohort, November, 1982

II = second cohort, June, 1983

B-T-S

Naples

Miami

Overview

of

Conclusions and Recommendations

Conclusions

1. A four-variable prediction equation representing the major constructs of a causal model can be explored to supplement existing assessment information.

2. The prediction function, while achieving a high degree of intern consistency within one population, may lack stability across groups, especially if the AFDC payments schedules change or if PAPA programs undergo change.

3. There is much useful information about clients already recorded in case files that can be used to assess employability. The new data acquired with FSU Supplementary Data Form provided no new information to enhance predictability.

4. For PAPA programs to be effective they should have an adequate:

   (a) client screening mechanisms
   (b) diagnostic/prescriptive assessment of client service needs
   (c) case management system
   (d) utilization of community resources
   (e) job development and placement system
   (f) systemmatic outcome evaluation

5. Job development and the assessment of client needs may require skills and competencies beyond those that payments workers now typically process.

6. Serving as payments worker and a job developer may be antithetical to a productive client/counselor relationship.

7. A social cost-savings paradigm to document AFDC benefit was developed but the direct and indirect costs for service invested in clients was omitted. Thus it is only a partial cost model.

8. Process indicators for program effectiveness can be:

   (a) assessed needs per client.
   (b) resource utilization index (services enrolled plus services completed divided by total needs of all clients in a cohor
   (c) Service utilization index (services enrolled plus services completed divided by the number of clients in a cohort

9. Outcome indicators for program effectiveness can be

   (a) Adjusted means for employment status at 60 days, 180 days and one year after registration in the programs.

   (b) Wages minus grants index for all clients in a given cohort

10. The three PAPA programs differed in terms of their ability to assist AFDC clients in securing employment.

11. Employers are clients of the PAPAs as well as AFDC recipients. They should be treated as such. They have needs, wants and desires too.

Bottom-line Recommendations

1. Explore the use of the AFDC Employability Prediction Form, but with caution and with and continued validation.

2. Continue the development of prediction instruments on several cohort groups using employment status at 60 days, 180 days and 1 year after registration in the PAPA programs as criterion measures.

3. The Resource Utilization survey instrument in the FSU Supplementary Data Form could replace the resouce utilization chart on the ES 4132 form. It is a more extensive list of client needs and resources.

4. Remove the payments functions from PAPA casemanagers and have them perform client assessment and job development and placement as well as to participate in some service delivery.

5. Determine ways of strengthening client/caseworker relationships. This might be accomplished through becoming more involved with clients in assessment, treatment, job development and evaluation functions.

6. Maintain follow-up communications with employers as well as AFDC clients.

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APPENDICES

I. Extant Data Form

II. FSU Supplementary Data Form

III. AFDC Employability Prediction Form

Appendix I

Extant Data Form

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Extant Data Form

AFDC Employability Project

Health and Rehabilitative Services
Center for Educational Technology
Florida State University

November 1, 1982

Biodata

Name: _____

Age: _____

Member # _____

Family # _____

Sex: ____M ____F

Race ____B ____W ____His ____Nat. Amer.

HRS District: _____

Date of data collection: _____

Project application date: _____

Project registration date: _____

Research Assistant: _____

	Source	Dimensions
1. List last three jobs and provide beginning and ending dates (month and year) each. Please list most recent job first. Beg. End a._____ __/__ __/__ (Job 1) b._____ __/__ __/__ (Job 2) c._____ __/__ __/__ (Job 3)	ES-511	Work Attitude Job Experience Employment Status
2. Length of time since last employment (Registration) _____	ES-511	Job Experience
3. Reason for leaving last 3 jobs. Place check in appropriate boxes	ES-511	Job Experience Work Attitude
4. ____ highest school grade completed	ES-511	Credential
5. The client possesses a valid driver's license _____ yes _____ no	ES-511	Transportation Constraint
6. The client possesses a working automobile _____ yes _____ no	ES-511	Transportation Constraint

Job 1	Job 2	Job 3	Reason for Leaving
			Lay off
			Quit
			Fired
			Job ended
			Other (specify)

	Source	Dimensions
7. How many persons live in the client's household? _____	ES-511	Work Attitude (Poverty Scale) Work Benefit
8. What is the client's a. Short term occupational goal? _____ _____ b. Long-term occupational goal? _____ _____ c. Alternate occupational goal? _____ _____	WIN 4131	Work Benefit Job Goal Clarity Job Experience Credential Scale[1] Disability Self-Independence (30 + 180 days)
9. Does the client possess a physical disability? _____ yes _____ no If YES, complete items 10,11,12; If NO, go to item 13.		
10. With respect to the short term goal, the client possesses a physical disability that will most likely: (check one) 1.___ Permanently restrict him/her from performing work 2.___ Temporarily restrict him/her from performing work 3.___ Have no effect on job performance	ES-511 WIN 4040	Disability
11. With respect to the long term goal, the client possesses a physical disability that will most likely: (check one) 1.___ Permanently restrict him/her from performing work 2.___ Temporarily restrict him/her from performing work 3.___ Have no effect on job performance	ES-511 WIN 4040	Disability

	Source	Dimensions
12. With respect to the alternate goal, the client possesses a physical disability that will most likely: (check one) 1.___ Permanently restrict him/her from performing work 2.___ Temporarily restrict him/her from performing work 3.___ Have no effect on job performance	ES-511 WIN 4040	Disability
13. If client is unemployed and has no short-term occupational goal, what was the monthly income from his/her last job? _____	ES-511	Work Benefit
14. If client is employed, what is his/her monthly income from present job?_____	ES-511	Work Benefit
15. Check all educational experiences client has completed: _____ high school diploma or equivalent _____ completed specialized vocational training but no certificate or license from a vocational training program. _____ has a vocational certificate or license _____ Associate arts degree (AS) _____ Bachelor's degree (BA, BS) _____ Master's degree (MA, MS) _____ Doctorate (Ph.D., Ed.D)	ES 511	Credential Scale
16. Is there evidence of physical health problems noted in case file? 1. ____ Chronic 2. ____ Temporary 3. ____ No evidence		
17. Is there evidence of mental health problems in the case file? 1. ____ Chronic	WIN 4040	Disability

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	Source	Dimensions
18. Client referred to VR or Developmental Disabilities _____ Yes _____ No	WIN 4040	Disability
19. Time on AFDC (yrs./months) _____	ES-4132	Work Attitude (Propensity to use Gov/t Assistance)
20. Time on Food Stamps (yrs./months) _____	ES-4132	Work Attitude (Propensity to use Gov/t Assistance)
21. List the ages of your children and place a check in the appropriate boxes and fill in the last three columns.	ES 4041 WIN 001	Child Constraint Scale Score

Age	Child Needs all day care	Child Needs part time care	Minimum dollars/ month req. for care	Child care subsidiary or state contri-butions/mo.	Parent or Family Contri-bution	No Govt. Assistance required

22. How many adults over 18 live in your household?_____	WIN 001	Work Attitude (Family Work Propensity)
23. How many adults over 18 living in your household are employed?_____	WIN 001	Work Attitude (Family Work Propensity)
24. Employment status (Registration) ___ Full time ___ Part time (30 hrs/wk or less) ___ Unemployed	ES-2001 (#54)	Work Benefit

	Source	Dimensions
25. Employment status (60 days) ___ Full time ___ Part time (30 hrs/wk or less) ___ Unemployed	ES 4132	
26. Employment status (180 days) ___ Full time ___ Part time (30 hrs/wk or less) ___ Unemployed	ES 4312	
27. Earnings (Registration) $_____ Monthly wage $_____ AFDC $_____ Food stamps $_____ Other income	ES4132 ES-2001 (#54)	
28. Earnings (60 days) $_____ Monthly wage $_____ AFDC $_____ Food stamps $_____ Other income	ES4132 ES-2001 (#54)	
29. Earnings (180 days) $_____ Monthly wage $_____ AFDC $_____ Food stamps $_____ Other income	ES4132 ES-2001 (#54)	
30. Job sustained _____ (60 days) Job interrupted _____ No. times _____	ES4132	
31 Job sustained _____ (180 days) Job interrupted _____ No. times _____	ES4132	

Community Resource Utilization:
60 Days

Please complete the following table using the codes below:

Intervention	Active Need* (Place Check)	Agency Referred (Record Letter)	Service Status (Record Letter)
1.Job Skill Training			
2.Job experience			
3.Adult general education			
4.Vocational counseling			
5.G.E.D. preparation			
6.Job interviews training			
7.Mental health counseling			
8.Physical disabilities compensation			

(Form ES 4132)

Agency Referral Code (60 days)
A HRS/other
B HRS/WIN
C HRS/Voc. Rehab.
D CETA
E Area Voc. Rehab.
F Secondary Ed. School
G Community College
H FSES
I Community Action Agency
J Other

Service Status Code (60 days)
A Enrolled - receiving services
B Completed training/service provided
C Services not available
D Client unable to complete service
E Client not eligible/qualified for service
F Client declined service
G Service no longer available

* This is a need identified at the time of registration that was either inhibiting or

Appendix II

FSU Supplementary Data Form

AFDC Employability Project

Health and Rehabilitative Services
Center for Educational Technology
Florida State University

November 1, 1982

Biodata

Name: _____

Age: _____

Member # _____

Family # _____

Sex: ____M ____F

Race ____B ____W ____H ____Nat. Amer.

HRS District: _____

Date of data collection: _____

Project application date: _____ 120

Project registration date: _____

Caseworker: _____

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Instructions: Please fill out the following information on your client as completely as possible. Several items request information that can be obtained directly from HRS/ES/WIN forms. The form is indicated in parentheses. Thank you for your cooperation!

Part i - Client Information at registration.

1. Total time client has been on AFDC (yrs./months)_____ (ES-4132)

2. Total time client has been on Food Stamps (yrs./months)_____

3. List the ages of the client's children and place a check in the appropriate boxes and fill in the last three columns. (ES-4132) (WIN 001)

Age	Needs all day care	Needs part time care	Minimum dollars/ month req. for care	Child care subsidiary or state contribu-tions per mo.	Parent or Family Contribution per mo.	No Govt. Assistance required

4. How many persons live in the client's household? _____ (ES-511)

5. How many adults over 18 live in client's household? _____ (WIN 001)

6. How many adults over 18 living in client's household are employed? _____ (WIN 001)

7. How many rooms are in the client's home?_____

8. The client speaks English: ____fluently
____with some difficulty
____not at all

9. The client speaks Spanish: ____fluently
____with some difficulty
____not at all

10. The lack of fluency in Spanish or English restricts employability for jobs which this client is seeking employment.
____ yes ____ no

11. Employment status (Registration) (ES-2001) (#54)
____Full time
____Part time (30 hrs/wk or less)
____Unemployed

12. If presently employed give job title._____

13. List the last 3 jobs that client held, and provide beginning and ending dates (months/years) each. Please put the most recent job first. (ES-511)

		Beg	End	
a	_____	/	/	(job 1)
b	_____	/	/	(job 2)
c	_____	/	/	(job 3)

14. Length of time since last employment prior to registration date _____. (ES-511)

15. Reason for leaving last 3 jobs. Place check in appropriate boxes.

Job 1	Job 2	Job 3	Reason for Leaving
			Layoff
			Quit
			Fired
			Job ended
			Other

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16. If client is unemployed and has no short-term occupational goal, what was the monthly income from his/her last job?_____ (ES-511)

17. If client is employed, what is his/her monthly income from present job?_____ (ES-511)

18. What is the client's
a. Short term occupational goal?_____ (WIN 4131)
_____
b. Long-term occupational goal?_____
_____
c. Alternate occupational goal?_____
_____

19. Does the client possess a physical disability?
_____Yes _____No
If YES, complete items 20, 21, 22; if NO, go to item 23.

20. With respect to the short term goal, the client possesses a physical disability that will most likely: (check one) (ES-511 WIN 4040)
1.___ Permanently restrict him/her from performing work
2.___ Temporarily restrict him/her from performing work
3.___ Have no effect on job performance

21. With respect to the long term goal, the client possesses a physical disability that will most likely: (check one) (ES-511 WIN 4040)
1.___ Permanently restrict him/her from performing work
2.___ Temporarily restrict him/her from
3.___ Have no effect on job performance

22. With respect to the alternate goal, the client likely: (check one)
1.___ Permanently restrict him/her from performing work (ES-511 WIN 4040)
2.___ Temporarily restrict him/her from performing work
3.___ Have no effect on job performance

23. Information Source	Client has used this source to locate jobs (please check)
A. Classified ads	_____
B. CETA	_____
C. FSES	_____
D. personal friend-relative	_____
E. self initiated inquiry (i.e., knocking on doors)	_____
F. Self-initiated (telephone)	_____
G. former employee	_____
H. former coworker	_____
I. school placement service	_____
J. private placement service	_____
K. members of organization in which you belong (i.e., church, Elks)	_____
L. former teachers	_____
M. media (radio, t.v.)	_____
N. other_____	_____
O. other_____	_____

24. The client possesses a valid driver's license (ES-511)
_____ yes _____ no

25. The client possesses a working automobile (ES-511)
_____ yes _____ no

26. Is public transportation available? _____ yes _____ no

27. If #26 is "yes", do they need funds for the transportation?
_____ yes _____ no

28. If #26 is "no", is the client able to arrange for reliable transportation with another person? _____ yes _____ no

29. Client referred to VR or Developmental Disabilities? _____ yes
_____ no

30. Is there evidence of physical health problems?
A. ___chronic
B. ___temporary
C. ___No evidence

31. Is there evidence of mental health problems?
A. ___chronic
B. ___temporary
C. ___none

32. Number of days missed from work/school during the past year due to health problems._____

33. Client's current education or training status.
_____Full-time enrollment (12 credit hours or more in an education or training program)
_____Part-time enrollment (less than 12 hours)
_____Not enrolled

34. _____highest school grade completed (ES-511)

35. Check all educational experiences client has completed:
_____high school diploma or equivalent
_____completed specialized vocational training but no certificate or license from a vocational training program
_____has a vocational certificate or license
_____Associate arts degree (AS)
_____Bachelor's degree (BA,BS)
_____Master's degree (MA,MS)
_____Doctorate (Ph.D., Bd.D)

36. Please circle the number on each scale that indicates your reaction to the client's interview behavior during this interview in which these data were gathered

Grooming

1	2	3	4	5
sloppily dressed and groomed		casually dressed and groomed		Neatly dressed and groomed

Integrity

1	2	3	4	5
client seemed to provide much questionable or "slanted" information		client seemed to give a mixture of "right" and candid responses		client seemed to answer very candidly

Previous Work Attitude

1	2	3	4	5
very negative recollections of previous work		mix of positive and ngative statements		very positive

General impression for a Job Interview

1	2	3	4	5
client would create an unfavorable job interview		somewhat favorable job interview		client would a highly favorable impression

37. Earnings (Registration) (ES4132)
$_____Monthly wage
$_____AFDC
$_____Food stamps
$_____Other income (net) (ES-2001) (#54)

PART II
Community Resource Utilization Survey (60 Days)

1. Have any of the children received HRS daycare services in the preceding 60 days? _____ yes _____ no (WIN 001 HRS-SES-4041)
   _____full time _____# of children
   _____part time _____# of children

2. What has been the government subsidy to this client's daycare services in the last 60 days? $_____per month (WIN 001 HRS-SES-4041)

3. What has been the client's contribution to daycare in the last 60 days? $_____ per month (WIN 001 HRS-SES-4041)

4. Has the client's opportunity for child care elapsed? (WIN 001 HRS-SES-4041)
   _____ yes _____ no

5. If client is presently employed, give job title_____
   _____

6. Client's current educational or training status
   _____full time enrollment (12 credit hours or more in education or training program)
   _____part time enrollment (less than 12 credit hours)
   _____not enrolled

7. What is the number of in person contacts (i.e., actual person, not phone) you have had with the client over the past 60 days since the client became registered in the Project?
   #_____

8. The client has used medicaid services _____ times in the first 60 days, following registration in the Project.

9. Employment status (60 days) (ES 4132)
   _____full time
   _____part time (30 hrs/week)
   _____unemployed

10. Earnings (at Registration) (ES 4132)
    $_____Monthly wage
    $_____AFDC
    $_____Food stamps
    $_____Other income (ES-2001) (#54)

11. Earnings (at 60 days) (ES 4132)
    $_____Monthly wage
    $_____AFDC
    $_____Food stamps
    $_____Other income (ES-2001) (#54)

12. Job sustained _____(60 days) (ES 4132)
    Job interrupted_____
    No. times_____

Please complete the first colum at the time of registration and the second two columns at the 60 day review period.

Interventions	Active Need* (Place Check)	Agency Referred (Record Letter)	Service Status (Record Letter)
1. Job Skill Training			
2. Employability Skill Training			
3. Job Experience			
4. Adult Education			
5. Vocational Counseling			
6. G.E.D. Preparation			
7. Mental Health Counseling			
8. Physical Disabilities Compension			
9. Job Information			
10. Children/ Daycare Services			
11. Children/ Funds for Daycare Services			
12. Transportation			
13. Transportation Funds			
14. Language Assistance			
15. Children/ Health Services			
16. Medical Services (Adult client)			
17. Public Housing			
18. Other_____			
19. Other_____			
20. Other_____			

Agency Referral Code
(Providers of Service)

A HRS/WIN
B HRS/Voc. Rehab
C Community Mental Health Center
D HRS/Daycare Provider
E Medicade
F Children's Medical Services
G Health Department
H HRS/other_____
I CETA
J Technical School
K Local School Board
L Community College
M FSES
N Community Action Agency
O Housing Project
Others_____
Others_____
Others_____

Service Status Code

A Enrolled - receiving services
B Completed training/service provided
C Services not available
D Client unable to complete service
E Client not eligible/qualified for service
F Client declined service
G Service no longer available

* This is a need at time of registration that is either preventing or inhibiting a client from seeking work, obtaining work or from holding work.

At time of registration

60 day review

60 day review

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Appendix III

AFDC Employability Prediction Form

Appendix III

AFDC Employability Prediction Form

Face Sheet[a]

Name:_____ Date:_____

Age:_____ Project Application Date:_____

Member #:_____ Project Registration Date:_____

Family #:_____ HRS District:_____

Sex: _____M _____F

Race: _____B _____W _____His _____Nat. Amer.

1. Total time client was recipient of Food Stamps since age 16 (in total months): _____(months)

2. Total time client was recipient of AFDC grant since age 16 (in total months): _____(months)

3. Amount of AFDC grant for which the client is eligible at registration in PAPA: _____(dollars)

4. Total amount of time working uninterrupted on last job, either part-time or full-time (expressed in months): _____(months)

5. Total amount of time unemployed since last job (expressed in months): _____(months)

Client Employability Index derived from foregoing calculations_____

_____Potentially employable _____Probably unemployable (check one)

a The face sheet can be retained for the client folder

AFDC Employabiltiy Index Calculations

Directions: Follow each step in sequence. The use of a hand calculator is recommended to assure accuracy.

1. Multiply number of months on Food stamps since age 16 by .034

   _____ X .034 (1)_____
   months on food stamps

2. Multiply the amount of AFDC grant at registration in PAPA by .009.

   _____ X .009 (2)_____
   AFDC at registration

3. Add #1 and #2

   (1)_____ + (2)_____ Subtotal (3)_____

4. Multiply number of months client received AFDC grants since age 16 in months by .014.

   _____ X .014 (4)_____
   months on AFDC

5. Record below number of months in last job either is part-time or full-time employee

   (5)_____
   months on last job

6. Record below number of months unemployed since last job terminated

   (6)_____
   months since last job

7. Add #5 and #6 and record below

   (7)_____

8. Divide #5 by #7

   (5)_____ - (7)_____ = (8) _____

9. Multiply #8 X 1.338

(8)_____ X 1.338 = (9)_____

10. Add #4 and #9

(4)_____ + (9)_____ (10)_____

11. Subtract #10 from #3

(3)_____ - (10)_____ = (11)_____

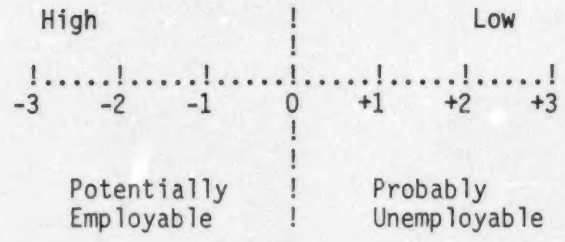
12. Subtract 1.675 from #11

(11)_____ - 1.675 (12)_____
Employability Index

If the Employability Index is a Negative (-) number, the client can be classified as POTENTIALLY EMPLOYABLE.

If the Employability Index is a Positive (+) number, the client can be classified as PROBABLY UNEMPLOYABLE.

Employability Scale



Example

Appendix III

AFDC Employability Prediction Form

Face Sheet

Name: Jane Smith

Date: 9/16/83

Age: 25

Project Application Date: _____

Member #: 332-57-2619

Project Registration Date: 9/16/83

Family #: _____

HRS District: 3

Sex: ____ M X F

Race: X B ____ W ____ His ____ Nat. Amer.

1. Total time client was recipient of Food Stamps since age 16 (in total months): 31 (months)

2. Total time client was recipient of AFDC grant since age 16 (in total months): 31 (months)

3. Amount of AFDC grant for which the client is eligible at registration in PAPA: 161 (dollars)

4. Total amount of time working uninterrupted on last job, either part-time or full-time (expressed in months): 30 (months)

5. Total amount of time unemployed since last job (expressed in months): 33 (months)

Client Employability Index derived from foregoing calculations -.24

✓ Potentially employable ____ Probably unemployable (check one)

AFDC Employabiltiy Index Calculations

Directions: Follow each step in sequence. The use of a hand calculator is recommended to assure accuracy.

1. Multiply number of months on Food stamps since age 16 by .034

   31 (months on food stamps) X .034 (1) 1.054

2. Multiply the amount of AFDC grant at registration in PAPA by .009.

   161 (AFDC at registration) X .009 (2) 1.449

3. Add #1 and #2

   (1) 1.054 + (2) 1.449 Subtotal (3) 2.503

4. Multiply number of months client received AFDC grants since age 16 in months by .014.

   31 (months on AFDC) X .014 (4) .434

5. Record below number of months in last job either is part-time or full-time employee

   (5) 30 months on last job

6. Record below number of months unemployed since last job terminated

   (6) 33 months since last job

7. Add #5 and #6 and record below

   (7) 63

8. Divide #5 by #7

   (5) 30 ÷ (7) 63 = (8) .476

9. Multiply #8 X 1.338

(8) .476 X 1.338 = (9) .636

10. Add #4 and #9

(4) .434 + (9) .636 (10) 1.07

11. Subtract #10 from #3

(3) 2.503 - (10) 1.07 = (11) 1.43

12. Subtract 1.675 from #11

(11) 1.43 - 1.675 (12) −.24

Employability Index

If the Employability Index is a Negative (-) number, the client can be classified as POTENTIALLY EMPLOYABLE.

If the Employability Index is a Positive (+) number, the client can be classified as PROBABLY UNEMPLOYABLE.

Employability Scale